THE SURVEY

MIDMONTHLY FEBRUARY 1948

MAR 1 1948

WELFARE FOR EVERYBODY

ELEANOR LAKE

HOW WE GET TOGETHER

HELEN H. JENNINGS

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SOCIAL WORK · HEALTH · RECREATION

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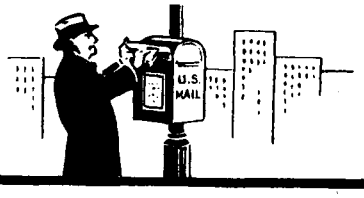

SO THEY SAY

OUR COLLEAGUES IN EUROPE

Following publication of my article, "Rebuilding for Social Services" (see THE SURVEY *midmonthly*, October 1947), I received from Germany the enclosed "Report of a Female Caseworker" (see page 45, this issue).

It seems to me that if social workers in the United States understood the desperate need of social workers in Europe, as shown in this report, they would welcome the opportunity to help their colleagues in these war stricken areas. Their need is not only for food and clothing, but for professional literature. A recent letter from the director of the school of social work in Aachen, tells of a conference of schools of social work in Stuttgart.

"One special want we found out," he writes,"—literature for Social Psychology and Social Pedagogics. While the war cast down all living and objective scientifical work, these matters developed in the United States to a grand and important branch of science. I look forward to the years coming on to have our shares in this work and be able again to get books we need so much in our schools."

I have been in touch with a group of social workers in Richmond which has offered to "adopt" a school of social work, paying for subscriptions to professional magazines and sending several CARE packages. Also a social worker in Detroit wrote to inquire in what way their group could aid most effectively. And the executive director of the War Relief Services, National Catholic Welfare Conference, has agreed to send a kit of twenty-five professional books to each of ten schools of social work, and also food packages.

The participation of American social workers in replenishing these libraries and sending food and clothing for students and workers would, I believe, pave the way for a closer and more understanding cooperation in the future. MARGUERITE T. BOYLAN
Catholic Charities, Brooklyn, N. Y.

RE: TESTING CASEWORK RESULTS

We have received literally hundreds of letters of inquiry regarding the possibility of receiving the complete Monograph [See "Hope for Four Out of Five," THE SURVEY *midmonthly*, October 1947] which will be ready for distribution soon. . . . A number of people have indicated that they like the criteria we have set up for success and failure, and plan to adapt it in independent studies.

LILLIAN J. JOHNSON
Ryther Child Center, Seattle

CHESTS REPORT

As we enter the new year, reports from the Chests indicate that they have raised nearly 3 percent more than last year. In addition, approximately 5 percent which was included for the USO last year will be available this year for local services, making the total increase somewhere between 5 and 10 percent. . . . Your cooperation aided a thousand Community Chest campaigns and . . . was appreciated by all of them. Many thanks.

Chairman H. J. HEINZ II
Community Chests of America

FORWARDED FROM AN AUTHOR

TO MESSRS. HECKMAN AND STONE:

I have just finished reading your article, "Forging New Tools" in THE

(Continued on page 61)

SURVEY ASSOCIATES, INC.

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publishers of

Survey Midmonthly — Survey Graphic

Subscription to either—Domestic: Year $4; 2 years $6; Canadian and Foreign: Year $4.50; 2 years $7; *Joint subscription*—Domestic $6; Canadian and Foreign $7. Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus.

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Those of us who during the war went from private agencies to federal service were likely to feel that the Job Description is the first frustration in public administration. Becoming more sophisticated, we discovered its usefulness as a device for circumventing other bureaucratic restrictions and procedures. Later, came realization that it provided an excellent discipline in planning and administering a program.

Essentially, it's sound and useful practice to review the what, why, and how of a job, and to write down with some precision a description of the function to be performed. Since joining the Survey staff, I have had the help of many friends and associates in developing the following job description for THE SURVEY *midmonthly*. This includes some of the old and some that is new. It at once builds on a tradition of service developed through a third of a century—and looks ahead. As ours is a cooperating enterprise, the description is hereby offered for "administrative" consideration by all concerned.

Job Description

("will" denotes a charge—not a prediction)

Under the general direction and with the assistance of members and subscribers, THE SURVEY *midmonthly* will present the entire field which the economist Simon N. Patten intended when he coined the name *social work*. Here is a montage of what this includes today: public assistance, health and medical care, social action and legislation, coordination and interplay among agencies, casework, prevention and correction, school services, mental hygiene, community organization, recreation, research and planning, groupwork, and other related programs. To many, the name *social work* has now a more restricted connotation. The broad field is still in search of a name.

The magazine will enable staff members and executives alike, board members and volunteers, to keep abreast of new developments in the many related services which affect their particular programs. Every improvement in skill and method naturally induces more specialization and increases the number and importance of technical journals. It also increases the need for complementing them with a non-technical but authentic, across-the-board magazine. The more specialized a service, the greater its need for current knowledge about developments in others.

The breadth of the magazine coverage makes its pages a source of comprehensive information for all those whose interests embrace a number of activities: for members of councils of social agencies, ministers, personnel counselors, public officials, board members of chests or other federations, and citizens actively concerned in the general welfare.

THE SURVEY *midmonthly* will continue to feature both contributed articles and firsthand interpretations by its staff. Recent special issues, like "Recreation for Everybody" and "Prevention of Juvenile Delinquency," and articles like "Testing Casework Results" are influencing developments in many communities. This foraging will be kept up. Through it all, the editors will endeavor to make every worker rightly feel that it is his publication—something that he not only ought to read but wants to read. More students, staff members and board members, as well as supervisors, executives and administrators, will be encouraged to contribute to its columns.

Specifically, the magazine will add certain features, modify others. In addition to articles, there will be place for short stories and sketches.

There will be letters to the editor and a page of editorial comment. "Epitomes" will consist of brief condensations of important articles currently appearing in various specialized journals, and "About People" will report a comprehensive summary of lay personnel changes. "Washington Byways" will include advance information and predictions, inside facts and clues. "Common Welfare," "The Country Over," and "Book Reviews" will be continued. "Mr. Chairman" will recognize proponents of differing viewpoints when controversial issues arise.

One purpose of a job description is to determine an appropriate income for the service rendered. This matter is therefore included.

Survey Associates, Inc., publisher of the SURVEY GRAPHIC and THE SURVEY *midmonthly*, is a nonprofit, nonpartisan association with an educational charter. Both magazines are financed by cooperating memberships and contributions over and above publishing receipts.

Workers and board members have backed the development of this over-all service. With the current increases in costs, there is a critical need for more subscribers and for more members of the *midmonthly* fund. For obvious reasons, the opportunity for advertising revenue is limited. The magazine will therefore strive for increased support. It will endeavor to make THE SURVEY readers not only feel that it is their magazine, but that they want to belong as personal subscribers ($4), or better, as cooperating members of THE SURVEY *midmonthly* fund ($10 or more).

With this issue some changes are made. Others can be looked for in the numbers ahead. A good "Job Description" is precise; but it is also subject to change, improvement, and expansion that result in upgrading. "Administrative" comments and suggestions from members and readers are now in order.

Thomas Devine

Executive Editor.

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VOL. LXXXIV NO. 2

FEBRUARY 1948

THE SURVEY
MIDMONTHLY

Welfare for Everybody

ELEANOR LAKE

The old lady was tremulous with excitement when the taxi picked her up at the convalescent home to take her to her daughter's house. She was going home at last—to live. But when the driver reached the right address, there was a bitter scene while the two women wrangled on the porch. The daughter had changed her mind.

In many towns the taxi driver would have looked for a cop at this point, or slammed the taxi door and washed his hands of the whole business. But this scene took place in Kansas City, Missouri, and the driver knew what to do. He telephoned the city welfare department and without fuss or red tape it took the problem off his hands.

For the Kansas City welfare department—the oldest in age and one of the youngest in spirit in the United States—has discovered something: that if a decent, efficient municipal government is to stay in office, it must offer something more than decency and efficiency. It must practice the art of being as helpful, as warm, as personal as any ward heeler from Tammany Hall. When a problem like the taxi driver's is dropped in the department's lap, no one mutters darkly about filling in Form 347A2, or tells a confused citizen that he's in the wrong place. If that particular problem isn't the department's business, it loses no time in finding just the right person to handle it. It isn't corruption that keeps the surviving city bosses in power, but their personal contacts. It's the fact that The Boys call Joe Smith and Domenico Albizzi by name, know their youngsters, are always ready to discuss Joe's and Domenico's problems about doctors' bills or difficult landlords. In this urban world, the average voter has a deep need to feel important as a person, to be as real to his government as any New England villager is to the First Selectman.

Unwritten Code

In everything it does (and it has a most unusual assortment of jobs in the local government) the Kansas City welfare department tries to stay close to the Joes and Domenicos. And the other main point in its unwritten code is to stay close to the philosophy originally expressed by the department's founder, William Volker (THE SURVEY *midmonthly,* January 1948, page 20), and the experts he called in to help start it back in 1906. The ideas those remarkably prescient men expressed still wear the New Look today. Three of the main ones are these:

That the welfare department should be a positive, not a negative thing: that it should be concerned with good living for everyone, not just for those already in trouble; with the prevention of unsocial activities, not just the cure of existing social ills. Said L. A. Halbert, the first director: "We want to give *all* the people, in *all* sections of the city, a reasonably good environment in which to live, to work, to play."

That a welfare department can't know too much about the town it serves. The department sponsored a recreation survey by Rowland Haynes in 1912; a "Social Prospectus of Kansas City" in 1913. Both seem admirable today.

That their department shouldn't be just another sprawling, grasping arm in a government octopus, but a nerve center, coordinating, clarifying, simplifying. In its early days, the department sponsored a school of social work. It registered charity cases, kept indexes, ran a research bureau. It acquired a wide knowledge of Kansas City and an extraordinary knowledge of neighborhood conditions—and of the way they were changing and altering.

All these things—the close contact with the average citizen, the practical common sense, the positive point of view, the knowledge of Kansas City and the emphasis on cooperation and coordination—are woven into everything the welfare department does today. Though it administers no direct relief (general public assistance, OAA, ADC, and so on, are administered by the state) it touches the lives of almost every Joe and Domenico in the city in some way. Its administrative division keeps the standards for convalescent homes and homes for the aged; and (with an advisory committee, plus representatives from the police, the Better Business Bureau, the city counselor's office, and Council of Social Agencies) approves or disapproves all money raising drives for charity, philanthropy or churches.

It is in charge not only of public recreation but of watching over commercial recreation. It offers legal aid to the many who are understandably confused by our laws and unable to hire a lawyer; handles parole cases; supervises local penal institutions; does casework, especially when citizens have collided with the law on charges of nonsupport, disturbance of the peace, or other minor charges; and runs a community service division which has done an ingenious and important job in making it possible for everyone in Kansas City to feel responsible for, as

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well as to, his local government.* It is, in other words, truly a *welfare* department, in the broadest, most fruitful and most promising sense of the word.

Joe's Community Council

Let's take a composite Joe Smith—a fictional merger of many actual Joe Smiths in the department's files—and I follow him as he encounters a welfare department which keeps in constant, human contact with him and with his friends.

Joe may have been at a recent meeting, for instance, of his community council.

A city of 450,000 is too big for the average man to grasp. It is hard for him to feel in touch with what he grows to consider the demigods or villains down at City Hall. They are nameless men to him, operating mysteriously on his destiny. Many of them he may never have seen face to face. Thinking of the big, sprawling town with its big, sprawling problems he feels helpless as a citizen, and too often ends by not being a citizen, in the proper sense, at all.

The community councils which have been set up for Joe and his friends by the community service division of the welfare department cut the city down to Joe's size. This division has provided a community worker for each high school area of Kansas City. At the request of the people in these far-flung neighborhoods, these workers have set up community councils through which Joe and his neighbors can meet, thresh out their local problems, and often take local action which may not need the intervention of the city at all. Equally important: through these councils, the city government is brought out to each neighborhood. At the meetings, anyone from the chief of police to a caseworker from the welfare department may turn up on the platform to answer questions, explain the situation down in City Hall, or promise some needed action.

This is the way a meeting sponsored by one of these councils looked last spring:

It was a meeting on the edge of town, in a half rural community. Men in overalls, women in cheap print dresses, "young marrieds" who had managed to find sitters, and old people with tired hands, crowded into a brightly lit school auditorium. Drawn up on the platform before them were many of their city servants from way downtown: the mayor, the city manager, the director of public works, a member of the city park board. A lot of big shots up there, all actually interested in what Joe and his friends had to say.

Those folks knew what they wanted though they didn't always know how to get it. They told the man from the park board that they didn't at all like the fact that their only available nearby park was being taken over for a factory site. They told the public works man that his department had forgotten to oil their very dusty streets this season. But most of all, they complained about the fact that flood waters in the nearby river were beginning to gnaw at their dikes. The truck gardens, from which they made a large part of their living, were in danger of being washed away. The public works man explained the city's manpower problem, and Joe and his friends could see they had a point there. Finally, one rangy fellow at the back of the room solved the problem. "If you will lend our council some road-building machinery," he said, "we can fill in those washes ourselves." And—inexpensively and efficiently—they did.

Action and not merely talk is characteristic of most of these councils. Another community council, about the time Joe went to the meeting described above, was, for instance, getting community backing for better programs for children at the neighborhood movie house, for better standards of behavior on the children's part, and for a promise by mothers not to "use the movies as a nursery for unattended younger children." Others were working on community sings, on beautifying a new, raw housing development, on a badly needed home nursing program, on courses in family life for parents.

None of the councils, however, set up these programs, or operate them, directly. A community council, as it exists in Kansas City, is a nerve center, a coordinating agency for all the people worrying about one special neighborhood. It is used by police, clergymen, social workers, teachers, parents, and the city government itself, as well as by Joe and his friends, to find out what a situation is and what can be done about it, and to set the proper wheels in motion. It knows as much as is humanly possible about its own section of town, its problems and its resources. And when it undertakes some special job, it calls in the services of the Red Cross or the Parent-Teachers Association or the schools or the churches or the social agencies or asks the intervention of City Hall.

The one weakness in the community council set-up to date has been the fact that the welfare department's workers have had to operate out of central headquarters instead of having permanent offices in each high school district. A recent, triumphantly passed bond issue will provide headquarters in community centers soon.

While Joe is practicing small town democracy in the midst of a big city, his children are learning its ways for future use. Under the auspices of the community service division, the Junior Officers organization, through the schools, runs junior cities in which youngsters conduct their own elections, select commissioners, and decide on projects which will help their communities. Lately they have done a superb job (to the delight of the Power and Light Company) persuading small boys with itching fingers to stop throwing stones at streets lights. They have also studied flowers and shrubs (and learned which ones can be picked, and which must be preserved), worked with local theaters to cure bad manners and vandalism at the movies, packed boxes for foreign relief, sponsored Courtesy Campaigns and Clean-up Campaigns, and held picnics, pow-wows and summer camps in the parks. Now and then all the local cities meet in a super-council meeting at City Hall, run exactly like the adult ones.

For Joe's older children, there is a citywide youth council through which high schoolers operating youth canteens can get together and swap ideas and experiences. The community service division supplies the Central Coordinating Youth Council (of churches, schools, courts, social agencies) with an executive secretary, clerical services, and a mass of data collected in a monthly index and a major published study of the city's youth problems.

Division of Recreation

More than nine-tenths of Joe's friends and neighbors, surveys show, use some sort of commercial recreation at least once a week. Though they use, and are appreciative of, the expanding number of community centers, sport fields, and playgrounds supplied for public recreation, the kind people pay for—movies, poolrooms, and dance

* The public market, organized to serve farmers and provide low cost foods, is under the welfare department. Today it is big business. The only basis for its present auspices is success and the $100,000 in surplus food and commodities distributed to schools and institutions.

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halls—is still the most important kind to the most people.

That is why the welfare department not only supervises commercial recreation for the city, but does it on an amazing and original plan.

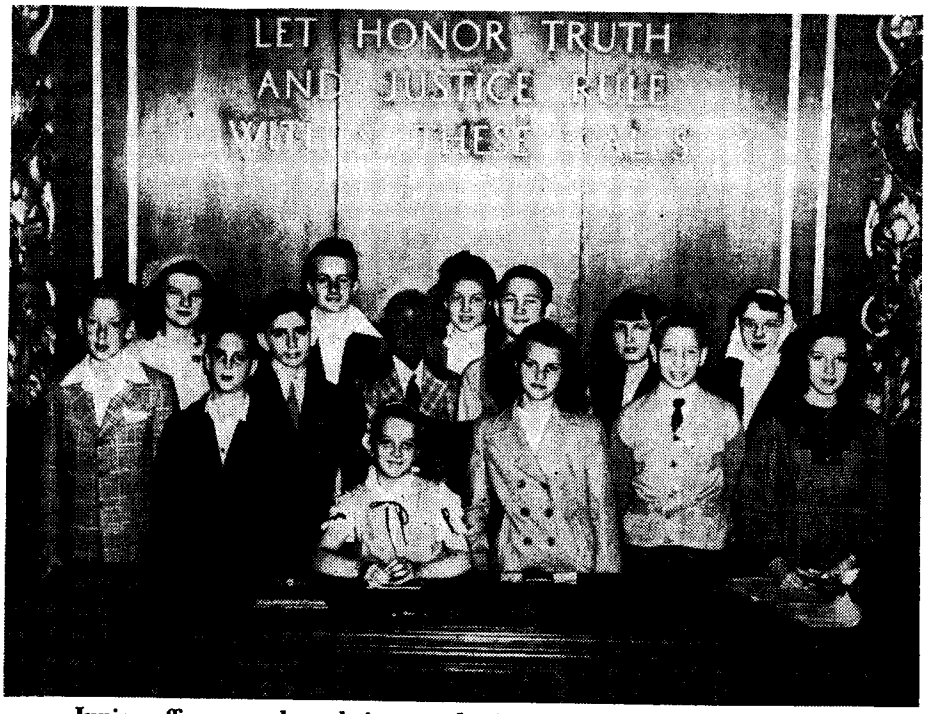
In essence, that plan is to work *with* rather than *against* the poolroom operators, the movie house owners, and the rest. It is a scheme that first (and understandably) baffled the commercial amusement interests, but that now has their almost lyrical support.

If our friend Joe wants to start a juke joint, he first has to apply to the welfare department for a commercial recreation license. Before it gives him one, department workers take Joe's character apart, find out all they can about his background, inspect the building he intends to use, look over his equipment, and generally make sure he lives up to the standards set by the very experienced people in the recreation department, and to the standards of the decent business men already in his field. After Joe starts operating, he will find himself under the department's microscope again.

Inspectors who probably know far more than he does about the dance hall business will drop in now and then, see if he is living up to the sanitary standards he promised, look over the age and type of his clientele, estimate his total volume of trade, and see how he handles such problems as young girls or drunks.

Perhaps the inspector will remind Joe his lights are a bit dim. Perhaps—to Joe's considerable surprise—he will tip him off to some smart way of making more money while making his place even safer for the younger crowd. For the recreation department's inspectors are men who know every angle of the amusement field; they are practical as well as enthusiastic salesmen for good commercial recreation. This new type of inspector, says the head of the recreation department, must combine "the talents of a philosopher and a diplomat, a police officer and a social worker, the tolerance of a sophisticate and the zeal of a fanatic."

Somewhere, Kansas City has managed to find Admirable Crichtons with these qualities, for the response to this work, in a few short years, has been extraordinary. An association of ballroom operators has raised industry standards to a point considered impossible only a few years ago—and is trying to raise them still higher. The Tavern Owners Association has not only backed the department to the hilt but, in some ways, established standards ahead of the city ordinances. Even billiard room operators have been educated to a point at which few of them allow pool hustlers and professional gamblers. Age limits have been lowered, and many of Joe's neighbors now take the whole family in to have a game of billiards together.



Junior officers conduct their own elections, choose community projects

But the most important part of the recreation department's work is that, for the first time, a creative, active public recreation department is an accepted part of life in Kansas City. Kansas City's public recreation division adopts the philosophy of the department and builds upon it. As the human side of the city government, equally concerned with all age and income levels, recreation is planned and provided accordingly.

Though standards are still below normal for playgrounds and community centers, they are improving month by month. The bond issue will make it possible to bring them closer to what the welfare department believes they should have.

In the meantime, the recreation division has not merely dreamed. It has mobilized the facilities on the worthwhile aspects of a broad recreation program. School and church gymnasiums and playgrounds have been used to supplement the public play areas. The jealously protested lawns of the parks have been worn smooth through active games, private properties have been leased for nominal sums, private neighborhood clubs have lent their buildings and sought the help of the division for their own programs.

If the next eight years see the same proportionate increase in participation as the last eight, the division will achieve its goal.

If Joe Gets in a Jam

Joe won't need legal aid, or social services, if he is a reasonably lucky citizen, as much as the other services we have described. If he does run into a legal jam, however, and cannot afford a lawyer, and if his trouble is a minor one—a civil case, with court claims $75 or below—he will find the welfare departments' legal aid division can give him advice that is informal, understanding, full of common sense, and based on good social work practice.

Here comes the country girl, with her first job in the city, whose landlord is trying to get rid of her by removing the furniture; the veteran worried about the legal claims of a girl in Italy; the housewife whose sewing machine had been damaged by a careless express company offering her an absurd settlement. Here come people with whom it is difficult to be wholly serious, like the irate man who wants the legal aid division to get back his pistol from the FBI. Whatever their problems, the two lawyers in the division listen with infinite patience. They know that the division now rates as high with the people it helps as it does with the police, the social agencies, and the local Bar Association with

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which the division closely cooperates.

The social service division of the welfare department probably surprises Joe the most, if he ever calls on it.

Take the casework section. If Joe asked that hard-boiled police lieutenant down at the station about them, he would discover that the lieutenant held them in high regard. For the six professional workers in the casework section set out deliberately to show the world that social workers aren't slow to meet a crisis, or dreamy and theoretical when they do meet it.

The city counselor's office will not issue a warrant for desertion or nonsupport, for instance, if it can see a possibility of reconciliation, until the casework section has given its approval. Only about 2 percent of the many cases of nonsupport, disturbance of the peace, child control, and the like, referred to the section ever have to go to court, and the section has become a sort of steering center for all other agencies by referral and interpretation.

It also takes on certain kinds of work other local agencies do not handle: certain veterans problems, complaints from Joe and his neighbors when the garbage collectors are careless or landlords are not living up to the rules. And it gives the city the documented advice it needs on economic and social needs, making surveys of such Kansas City concerns as the conditions in convalescent homes, the best way to handle blind mendicants, and the increasing problem of mental health. A solidly popular part of the city government, the section now wants to get even closer to those of Joe's friends who need its services but don't yet know they exist; to let all citizens know they have someone in their local government who understands. It also hopes to carry on the work it has begun with alcoholics and their families.

Prison and Parole

Before any outsider can appreciate the last of the department's many functions—its work with penal institutions and with parole—he must know the curious story of how Kansas City's welfare department was taken over by the politicians in 1918 and liberated in 1940.

The trouble with the first, pioneering welfare department, almost forty years ago, was that it was too good. With William A. Volker as president, it had Jacob Billikopf, Howard McCutcheon, C. D. Mill, and John T. Harding as policy makers; and Frank P. Walsh—who not only had social vision but a shrewd political eye and wide contacts—as counsel.

At first, Mr. Walsh and the natural contempt of politicians for a force they did not yet understand saved the department from the spoils-hungry machine. But a few years later they were not so naive. There were obvious possibilities in licensing amusements, in promising a playground here or a baseball diamond there, in making loans and offering work relief (as the department then did); and there were obvious possibilities in its high prestige and wide activity. The boys moved in finally, in 1918, and the curtain closed on that bright Act I in which the first welfare department in the United States made social history.

It wasn't until 1940, when a reform government swept into office, that the welfare department was able to pick up and carry on Act II or Act III of the municipal drama.

Dr. Hayes A. Richardson was drafted from the local university as leading man. The "Little Doc" took his cue from Volker et al., but enriched the role with his own interpretation and then recruited a skillful supporting cast.

The stage set, as the curtain rose after the election, was something out of Gorki's "Lower Depths." Morale was almost nonexistent, and so were professional standards. And nowhere were things worse than in that part of the department which dealt with people in trouble with the law.

Things were worse—unspeakably worse—in the Municipal Farm, the Women's Reformatory—both, at the time, ironic names. Rotten doors fell off the buildings at the "farm" and fire swept the flimsy houses periodically. An indescribable smell rose from the prisoners who sat on the butt-covered floor in drooping lines, slouched around the hall in one-piece striped dresses—handed out with a grotesque disregard for size—or flopped on their beds in a stupor. The walls were so dirty that they had to be scraped before they could be scrubbed and repainted. Except for desultory sweeping and dishwashing, there was literally nothing for the prisoners to do but smoke and swap endless personal stories. Even the VD treatment was so inadequate it was a mere gesture.

Today, women in well-fitting checked gingham dresses (and showing a new and spontaneous desire to keep their hair neat, bathe, do their fingernails) have clean beds, bedside tables, cretonne curtains, ashtrays. The main rooms have neatly painted furniture and cheerful linoleum-top tables, where the women sew, make rugs, knit, embroider, crochet. They also cook, clean, and grow large quantities of vegetables in the reformatory garden.

After hours, there is a wide recreation program of soft ball, croquet, picnics, basketball, music, singing, and even spelling bees and discussions of current events. Women's organizations have supplied books and magazines. Most important, the officers make each woman realize that they are personally interested in her welfare, happy when she shows a consistent desire to rebuild her life. Relatives and friends are brought into the picture to help her; and the reformatory has worked out a plan with the parole department to make sure that she has a chance at a decent job, in a safe environment. In a way, that would have seemed incredible during that dark intermission between Act I and Act II; former inmates actually come back to swap news, and get advice, these days.

In the parole division, the typical parole officer today is a college graduate, handpicked for qualities like stability and judgment, carefully trained to take complete case histories and to work with all available agencies on rehabilitation, particularly keeping in touch with the casework section. It has had an encouraging percentage of success, even with some very discouraging human failures, because of its patience in using everything Kansas City has to offer—clinics, social agencies, psychiatric hospitals, the Planned Parenthood Association, the Juvenile Court and a dozen more—to help untangle a confused situation.

The welfare department is on solid ground now, with a seven-year, mounting record of achievement behind it. This time, it won't be caught napping. There are too many disappointing stories in the United States of reform governments which have had their brief day and perished from an excess of theory and a deficiency of understanding of human beings. With its friendly, practical spirit, with its efficiency, and above all with those community councils to demonstrate its genuine interest in our average Joe Smith, Kansas City's welfare department—the first to be born in the United States—has now attained a vigorous adulthood.

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The $60,000,000 Question

JAMES BRUNOT, *Assistant to the Chairman, AOA-UNAC Allocation Committee,*
and
LENNIG SWEET, *Secretary, AOA-UNAC Allocation Committee*

As American Overseas Aid—United Nations Appeal for Children undertakes a $60,000,000 world relief campaign in a year of inflated prices, economic and political worries, and debate over the government's European Recovery Program, the professional social worker may well ask how a new organization hopes to obtain $60,000,000 in voluntary contributions from the American people; why $60,000,000 when the government is talking billions; and especially, just how this new organization proposes to allocate and spend $60,000,000.

There is no question as to the need for the campaign. Reports from the war-impoverished nations of Europe and Asia disclose that half the children of the world are hungry. Hundreds of thousands of displaced persons still need help in finding new homes. Disease and despair continue to be the dominant consequences of the war. Voluntary contributions for foreign relief play a key role in meeting these world problems. In terms of *world economics* their role is small. In terms of *human values* their role is disproportionately large. Voluntary contributions are needed to help fill the inevitable gaps in government programs, to supplement basic economic recovery measures with specific help in reconstructing health and social services, and often to supply the special services which humanize and make effective the mass plans financed with public funds.

There is no question that $60,000,000, while minimal in terms of the need, is a large goal in terms of private philanthropy. No larger amount, with the exception of the Jewish funds, has ever been obtained in a single campaign for foreign relief.

Also, there is no question that the American people are desirous of bearing their full share in helping the people of war torn Europe and Asia. During 1947, assistance from organized relief, individual gifts-in-kind and money orders going abroad amounted to approximately $300,000,000. One has only to remember the spontaneous outpouring of good will which created the Friendship Train to realize that broad mobilization of this generosity has great potentiality for providing practical benefits to needy recipients.

Mobilization, then, is the problem; the channeling of generosity into an efficiently directed flow of cash. During the last two years, the pattern of foreign relief activities has changed. Emphasis has shifted from Great Britain, Russia, and China to Germany and Austria. Individualized gifts-in-kind have increased and money contributions to organized relief agencies have decreased. Although gifts-in-kind campaigns have been almost uniformly successful, many agencies have had great difficulty in obtaining funds for the transportation and distribution of such gifts, and for the administration of institutional relief which they have been sponsoring abroad.

Another difficulty followed the ending of the National War Fund, when each of the foreign relief agencies began conducting its own money raising campaign. The resultant competition in local communities for volunteer fund raising personnel, as well as for funds, created an adverse reaction against organized foreign relief. Many campaigns failed in 1947. To replace the confusion of multiple appeals with the focus and economy of a single appeal, the major foreign relief agencies, all members of the American Council of Voluntary Agencies for Foreign Service, last summer formed a federated fund raising organization known as American Overseas Aid, Inc.

And here is how it came to be known as American Overseas Aid—United Nations Appeal for Children:

In December, 1946, the United Nations created the International Children's Emergency Fund to carry on the child-feeding which was still urgent after the end of UNRRA. Unlike UNRRA, the ICEF is supported entirely by contributions—both private and government—with no "Formula" to indicate what each government should appropriate. Member nations who were expected to be substantial contributors to the Fund had other uses for their money, and support of the ICEF from government sources is, to date, entirely inadequate. To enable individuals through voluntary contributions to augment the insufficient government appropriations in ICEF, Aake Ording, a Norwegian, proposed a United Nations Appeal for Children. This Appeal was officially created last fall by unanimous resolution of the United Nations General Assembly. The plan of UNAC, to raise money for the ICEF from private sources in all countries, was to be carried out by separate campaigns in each nation, under United Nations sponsorship.

After negotiation between the State Department and the United Nations, it was agreed that in place of a separate UNAC campaign in the United States, America's share of voluntary contributions to ICEF should be raised by American Overseas Aid. Hence that agency changed its name to AMERICAN OVERSEAS AID—UNITED NATIONS APPEAL FOR CHILDREN, thus uniting the appeals of the American private agencies, and America's participation in the worldwide United Nations Appeal.

Then arose the $60,000,000 question—what agencies should be admitted to participation, and how should the funds raised be divided among them? How this was answered should be a matter of interest to all those concerned with social programs and budget procedures.

Immediately after its formation, the board of directors of AOA-UNAC appointed an Allocation Committee, under the chairmanship of William L. Batt, which was to take on the double-barreled task of recommending to the board which agencies should be admitted for participation, and advising as to apportionment of prospective funds among them.

The present membership of the

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committee, which includes businessmen, specialists in the fields in which AOA-UNAC is particularly concerned, social work administrators, and representatives of organized labor, is as follows:

Herschel Alt, Lillian Anderson, Dr. Leona Baumgartner, John Brophy, Frederick I. Daniels, E.C.K. Finch, Elizabeth Guilford, Shelby M. Harrison, Fred K. Hoehler, Sidney Hollander, Reginald T. Kennedy, Katharine F. Lenroot, Henry R. Luce, Patrick Murphy Malin, Francis Matthews, Dr. Wade W. Oliver, Mrs. Frederic M. Paist, Arthur G. Rotch, Dr. Wilbur A. Sawyer, William J. Shroder, Dr. W. G. Smillie, Harold E. Snyder, Conrad van Hyning, and Colonel W. L. Wilson.

Yardstick for Participation

In carrying out its first duty, to decide what agencies were to be admitted for participation in the campaign, the committee, with the board of directors, drew up prerequisites for participation. Chief among these are membership in the American Council of Voluntary Agencies for Foreign Service, registration with the Advisory Committee on Voluntary Foreign Aid of the U. S. Government, and willingness to sign an agreement with AOA-UNAC. The agreement binds the agency to undertake no independent appeal for funds while the agreement is in force, and to present its budgets for review and its expenses for accounting.

The American Council wrote to its member agencies last September, suggesting that those who cared to do so might apply to AOA-UNAC for participation, indicating their general program. Twenty-seven of the fifty-four agencies applied, as did three others which were not members.

Each applying agency was carefully examined by the AOA-UNAC Allocation Committee staff. This process included a check on the prerequisites of participation, a visit to the American Council to examine budgets, audits, and other records, the submission of a questionnaire on how the agency determined its program and the nature of its administrative practices and, finally, a study of the reports of the National Information Bureau.

Admission of twenty-six agencies accomplished the first step of the Allocation Committee. The second step was to screen the askings.

Each agency was required to present budget requests on standardized request forms; a separate form was used for each project. The form called for information as to amount of money desired, need for the project, work completed and proposed, expected accomplishments if requested amount was granted, and a description of administration of the project.

Budget requests were diverse. One agency presented a detailed document of fifty-one projects; another sent descriptive material totaling forty-five typed pages. On the other hand, some agencies merely listed the countries in which they hoped to operate and the amount of money desired. When all requests had been standardized, they made a document of over 400 pages.

Meanwhile, with the campaign goal set at $60,000,000, the board of directors had decided that only $50,000,000 should be authorized for allocation at the outset, that $1,200,000 be held for administrative and fund raising purposes, and $8,800,000 kept as a contingency fund for agencies which might come in later, or for additional allocations to present participating agencies, if circumstances warranted. Although the agencies had been informed of this decision, total askings of the voluntary agencies amounted to $61,816,252, and the International Children's Emergency Fund requested $29,700,000, so that the grand total was $91,516,252.

Screening of Requests

Before the necessary cuts could be made, a careful screening of requests was undertaken.

After preliminary study by the staff, the first essential step was analysis of all projects in each major field. The medical, displaced persons, and child welfare specialists, who were members of the Allocation Committee, reviewed the projects in their respective fields.

Here are samples of problems the specialists considered:

The medical committee evaluated a program of hospital building as against mobile clinics; it examined the effectiveness of proposals for tuberculosis immunization; it drew up a statement as to what it would consider a satisfactory tuberculosis program. The Child Welfare Committee considered the advantages and disadvantages of "adoption" and the sending of individual packages as against mass feeding. Their recommendation was that AOA-UNAC might provide small sums for the promotion of "adoption" and sending of packages, but that it should not heavily support such programs, because it was believed that bulk purchase and group feeding utilized money more advantageously.

The second important step in the screening process was to obtain certain clearances and comments. The Allocation Committee considered this clearance essential to assure a proper relationship between the activities supported by the AOA-UNAC $60,000,000, and the vastly larger government programs which AOA-UNAC supplements.

Under the auspices of the Advisory Committee on Voluntary Foreign Aid of the U. S. Government, a conference was held in Washington on December 17, 1947. The budget request material had already been made available to the officials who were to attend. Meeting there with the staff of the Allocation Committee, were the State Department specialists concerned with relief in each of the countries where funds of AOA-UNAC would be used; representatives of the Department of Agriculture; the Army (those concerned with relief operation in occupied areas); the American Red Cross; the Preparatory Commission, International Refugee Organization; the International Children's Emergency Fund; and others. In this conference the value of the proposed activties was considered in relation to over-all needs and proposed government programs.

The staff then studied the material from its own examination of the projects, from the meetings of the Allocation Committee specialists, and from the Washington conference, and prepared a statement on the budget requests of each agency. Care was taken not to advise as to amounts. The statement took the form of questions and "things to look for." It covered administrative as well as direct relief askings.

The Allocation Committee met on December 22 and 23. At the first

(Continued on page 64)

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Sociometry in Action

How we get together in groups

HELEN H. JENNINGS

When an individual is with others who respond to him and whom he wants to be with, he has greater security. The more secure he is as a person, the more released he feels and can behave in the group. As he is emotionally freer of tension and doubt and hesitancies of different sorts, he can contribute and function better within the total group. The internal morale of the group increases as individuals find they can contribute and interact broadly with one another.

One important blockage in groupwork is that individuals don't have the securities they need with each other in groups. A way of overcoming lacks in security is to bring the natural groupings into play, thus preventing lots of individuals and lots of potential leadership from being submerged.

The sociometric test is a simple method for revealing actual natural groupings and diagnosing personal association patterns. Each individual is asked to express with whom he would like to associate in a common situation in which an action is to be undertaken, such as in a community house recreation group, classroom, factory shoproom, for example. In these instances, each individual may be asked whom he would like to play with, to sit with, or to work with.

When these choices are diagramed we have a sociogram. Thus the sociogram is a picture of the choices of the members *for one particular occasion* and is valid for that type of occasion only.

The immediate possibilities for sociometric grouping will vary in different settings. Thus, in homerooms one arrangement may be for seating, another different arrangement may be for committees, although the same children are involved. An example of one kind of question is given which some schools use at change of semesters to compose their homerooms on the basis of pupils' choices. "What other boys or girls do you want to be in the *same* homeroom with you next semester? You may give three choices, naming the boy or girl you *most* want to be grouped with as your first choice, then the one you want as second choice, and as third choice. It's hard to arrange room enrollment for all choices by each person, but everyone will have at least one of his choices. We should keep our choices confidential because some people will be choosing you whom you may not have chosen since you had only three choices."

In nearly all group situations, there are occasions which come up where people must be aligned in some manner with one another. A common situation occurring in many kinds of groups is the use of committees. *Being on the same committee with you* then is the criterion for the choices.

Common Criteria

But whatever the particulars of the sociometric test and its wording, all tests which meet the standard of being genuine sociometric opportunities have to live up to the following criteria:

a. The situation should be *real* for the choosing; choices are not hypothetical; they are made for an *actual* situation, in the same terms as the action is going to be;

b. The test is not an end in itself; its results are always put into effect to change the arrangements for working or living in accordance with the choices; sociometric arrangement is only setting the stage for a better group work situation;

c. There is an *immediacy* to the choosing: it is for *right now*, tomorrow or next week, not some vague time in the future or two months later.

Obviously, the technique of getting sociometric results is a matter of giving every individual in a group a role in which he can act in his own behalf toward a situation in which he is or is going to be. The role which is given him has to be sufficient to draw out his most wanted, perhaps most inwardly kept wishes in respect to whom he wants to be with in the situation facing him.

Thus the manner in which the sociometric question is put is important to securing valid results. Motivating elements should be emphasized. To address a group of boys and girls with "I'd like to know with whom each of you would like to be in the same recreational group at our community center" is insufficient. The question must be put in specific terms: "Each of you knows best whom you would enjoy being with in the same group at our community center for the times you will be working and playing together. No one can know this as well as yourself. We shall be arranging our new schedule for groups next Monday. As today is Friday, I can figure out the membership in groups by Monday if you would like to choose associates today. We will keep with the same people we choose today for eight weeks, and then have a chance to choose again. Keep in mind all the boys and girls you have come to know here whether they are absent today or not. Let's give three choices, or four if you like. Wherever possible, I'll arrange the groups so that the individual gets all his choices. But it is very difficult to give all people all their choices because lots of people might choose one person. All of them are just as important as this one person is."

It will be noted that the individuals can tell, from this statement, exactly what the choices are for, why they are asked for them, when the choices will be put into operation, and precisely how long the groupings made from the choices will last before another opportunity for choosing is given. Also, that the term "sociometric test" (which possibly can imply right and wrong answers) is avoided, since it is not a "test" in the usual sense of the word.

Usually only the positive choices are

The author, who is currently a staff member of the Intergroup Education in Cooperating Schools, a project sponsored by the American Council on Education, became a research collaborator with Dr. J. L. Moreno in developing sociometric methods in 1929. A graduate of Rutgers and Columbia universities, she has continued in research, teaching and writing in her field since that time. Her book, "Leadership and Isolation," published in 1943, is now in second edition.

Readers who are interested in the development of this group method will welcome the council's forthcoming book, "Sociometry and Human Relations Practices."

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taken. However, in some places, it is important to take rejections also. Again, the *manner* of taking rejections should be matter of fact and direct. After the choosing is done, the director can say: "Each of you knows also if there are any people you feel particularly uncomfortable with in the situation we are choosing for, or who may feel this way about you, where a feeling of uneasiness or annoyance between them and you may come up in the situation. So I can arrange our grouping to avoid this; if there are any you feel this way about or think they do about you, put their names at the bottom of the paper. If there aren't, leave it blank." It is important that no implication of one individual judging another is raised. The stress is on the two-way nature of negative feelings.

This is particularly crucial in situations where tensions or conflicts are high. Then rejection data are needed for better diagnosis of the group dynamics—for locating the urgent group problems. Many of the unaccountably unfavorable outcomes of groupwork become understandable when the interpersonal structure of the group is known.

How Choices Are Carried Through

The technique of carrying choices into action is built out of a systematic consideration of how to provide everyone with the most he can have. In doing this, it is understood, the choices are used precisely *for the situation involved* in the choosing. This is important because often it is not possible to generalize that an individual choosing certain persons for one situation in his life necessarily wants to be with them in other, different situations. One index of social growth, in fact, is the extent of capacity to relate one's self selectively to persons who in turn respond in particular situations.

Two principles can be followed in carrying out choices for optimal satisfaction: assuring that *every* individual is provided with some of his choices and, second, insofar as possible assuring that the highest degree of choice expressed or the highest degree of choice meeting with reciprocation is used in the grouping.

This, of course, means that an individual who is unchosen or who chooses others than those who choose him receives his first choice; that an individual who is reciprocated by his second choice but not his first choice receives his second choice. The aim is to provide the individual with companions, for work or living, to whom he is most attracted and in whom he is most likely to find mutual response. When rejections have been taken, the member is given a situation where he is least likely to face rejection—away from those who actively have rejected him as associate. It has been observed that under such conditions he is often able to live down his situation and build anew a better interpersonal setting for himself when he is given a fresh start.

The sociogram of a group is a charting of the dynamic interrelationships expressed by the members of a group at a given time. As such, it should always be considered in relation to the time it was taken. Since person to person responses are never static, there are often occasions when the groupworker may wish to compare the structure of the group at one time with its structure at another time.

In doing this, it is necessary to keep in mind that while inter-personal relations are always in a state of flux, the shifts in feelings between individuals are not rapid but relatively constant. It is therefore important that any second or further repeat sociometric test be given at a time interval long enough to make sense to the group members—to justify it actually from their point of view. In order that this be true, the time interval must be long enough to register a fairly large amount of change in the structure. The evidence suggests an interim of seven or eight weeks meets these criteria in many groups: from the members' viewpoint it is felt as the ripe time to choose again and from the groupwork director's viewpoint, it is found necessary to keep up with the developments in social growth happening in the group as a whole.

There are, of course, situations where particular projects call for a shorter or much longer time arrangement of the choice structure. But the principles applying are still the same: the sociometric test should primarily meet the felt needs of the members and not a research need of someone studying their interactions.

Sociometry in Action

In relation to groupwork, sociometry offers many explicit uses. One of these may be taken for illustration.

A teacher had been asked by several girls in the school what they should do; they wanted to be Girl Scouts but no near-by troop had room for them. A poll of fifth and sixth grade girls showed sixty-four "candidates." The question then became, how to decide who was to be in which troop.

"Since a troop usually divides into 3 patrols of 8 or 10 each for discussion, planning, and working purposes," the teacher reported, "we decided to use a sociogram to find 6 natural groups—3 for each troop. The question we used was: What four girls would you most want to have in your patrol? Influencing placement was the need for balancing the number of white and Negro girls in each troop. From the sociogram we made sure that everyone got at least one choice, but still gave very conscious consideration to the racial situation. A few girls not showing on the sociogram came in after the meeting; they were asked to state a single choice and placed with the person chosen. We had hoped to maintain the ratio to which the children are accustomed in school (about 30 percent Negro) but instead close to 50 percent of the girls who came were Negro. Still holding to choices, we tried to figure the patrols so that neither race would be overwhelmed by the other. It has worked out beautifully.

The accompanying sociogram (see page 43) shows the choice patterns from which groupings for patrols were made. Classroom sociograms made for purposes of seating arrangements had shown no tendencies toward cleavage between Negro and white pupils. The Girl Scout patrol sociogram, however, shows that some members of each race chose members of their own race exclusively, as well as a generally greater tendency toward separate racial cliques, for this situation which involves "facing the community."

The community setting in which this school is shows many conflicts between Negro and white persons. The school itself, however, had managed to keep interracial tension at a minimum. Sociometric choices offer at the various grade levels also reflected no distortion of positive expression by members of either race in preference for itself. This school was on the alert to keep community patterns of feelings from affecting the in-school life of its children.

From the patrol sociogram a possible inference was that the choice-patterns were reflecting the expectations of the members of both races that "outside school" they would not be allowed to

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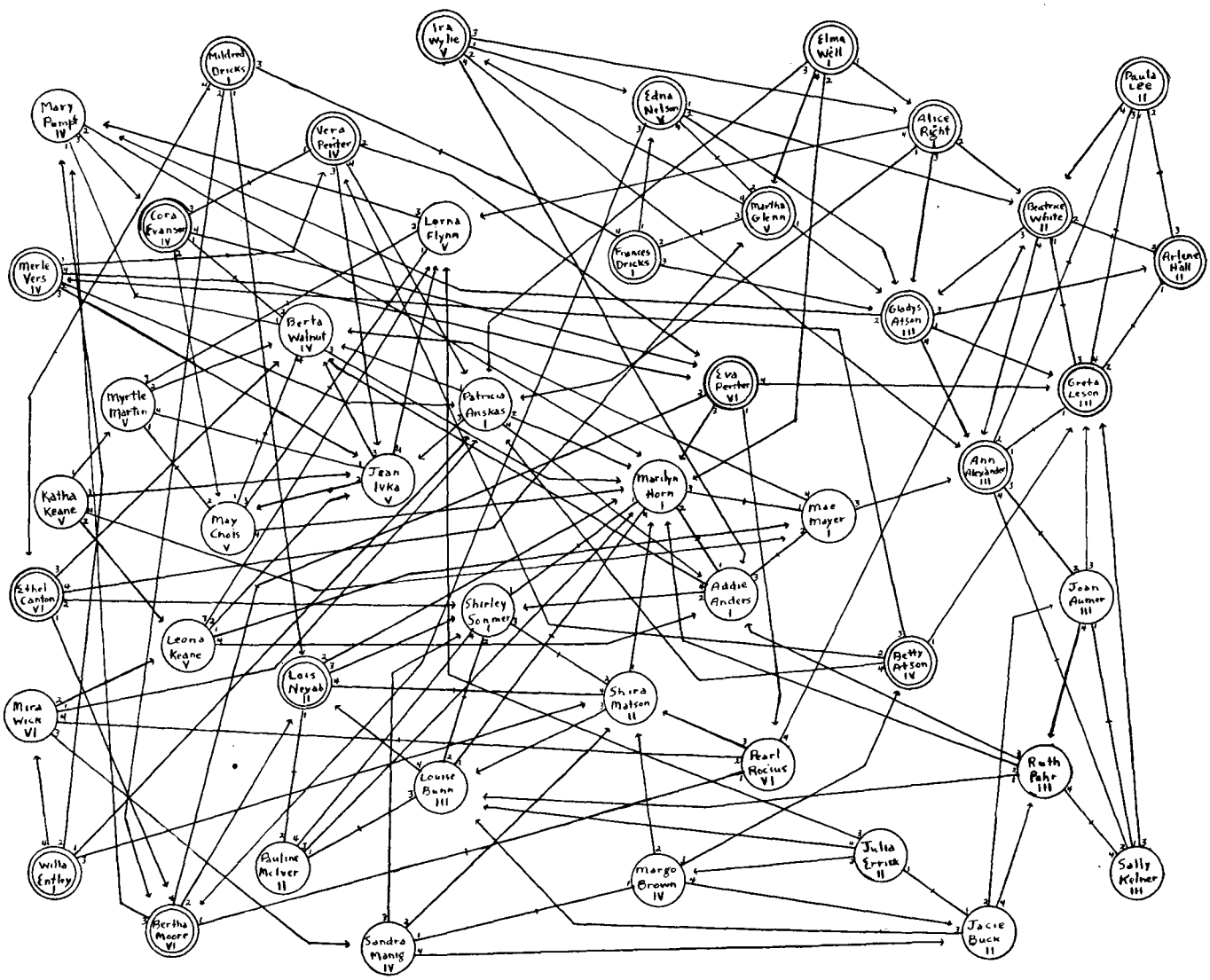
GIRL SCOUT SOCIOGRAM



Sociometric Placement for Membership in Two Troops of 3 Patrols Each from Sociogram for Girl Scouts Patrol

I

Marilyn Horn	
Shirley Sonmer	
Addie Anders	
Mae Ann Mayer	
Willa Entley	N
Patricia Anskas	
Alice Right	N
Elma Well	N
Frances Dricks	N
Mildred Dricks	N

II

Pauline McAver	
Lois Neyab	N
Jacie Buck	
Julia Errick	
Beatrice White	N
Arline Hall	N
Paula Lee	N
Shira Matson	

III

Greta Leson	N
Ann Alexander	N
Sally Kelner	
Joan Auman	
Ruth Pehr	
Gladys Atson	N
Louise Bunn	
*Dora Atson	N

IV

Berta Walnut	
Mary Pumpf	
Cora Evanson	N
Vera Penter	N
Betty Atson	N
Merle Vers	N
Margo Brown	
Sandra Manig	
*Flora Lespie	

V

Katha Keane	
Myrtle Martin	
May Chols	
Jean Ivka	
Lorna Flynn	
Leona Keane	
Martha Glenn	N
Ira Wylie	N
Edna Nelson	N

Note: Influencing placement in patrols was the need for balancing the number of white and Negro girls while giving each person some of her choices. Six* girls do not appear on the sociogram. They entered after first meeting. One girl, Louise Bunn, forfeited her choices on request of teacher for sake of others.

VI

Mira Wick	
Pearl Rocius	
Bertha Moore	N
Eva Penter	N
*Mammie Tow	
*Lucy Davis	N
*Ida Maddon	N
Ethel Canton	N
*Elaine Harvard	

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associate with the very persons with whom they could and did in school.

The procedure of sociometric placement was used in this instance to meet an apparent intergroup problem. The Girl Scout director built on the permise that the higher the internal morale of a group the more it can withstand pressure from other groups. She did this in several specific ways.

First, in the patrol arrangement, each individual received some of her choices. Second, insofar as possible, leadership positions in terms of extent of choices received, were spread in each patrol. Third, each patrol was arranged to have about an equal number of members of both races, making the bi-racial situation common. Thus, no member need be self-conscious regarding race in respect to her particular patrol, and none could know that any other members had shown preferences for their own race.

This technique of sociometric placement is useful generally in situations where any group factor appears to be affecting choice-patterns. For example, where boys and girls tend to choose their own sex. The classroom is then arranged so that boys and girls are spread randomly about instead of each on separate sides of the room (while, of course, each person receives some of his choices). When choice arrangement does not visibly betray the group factor cleavages, the next sociogram is apt to bring to overt expression the choices which had been unexpressed but felt all along. (It becomes "all right" to say how you feel.) When the classroom is given the appearance of a monastery and a convent side by side, the next sociogram is almost certain to show the same or more extreme inter-sex cleavage. (It becomes "not the thing to do" to choose the other sex.)

Last, not least, auspicious timing was used, from an intergroup education viewpoint, the occasion of forming of Girl Scout Troops, to aid the members to demonstrate to the community the practicability of interracial projects.

Groupwork Implications

The relation between this method of grouping and the dynamics of attitude change in the individual is demonstrable. Influences travel along interpersonal lines of attraction (Moreno). Very specific attitude changes happen along the lines of person-to-person responsiveness (Newcomb). Personality changes are highly related to person-to-person setting (Jennings). People we like influence us more than do either things or people having no personal meaning to us. Hence the likelihood attitude expansion will take place is greater once the individuals, as persons, are attracted to each other. The evidence now is increasing which shows forming of mutual relationships with them *precedes* changing of a given attitude. Groupwork is thus justified in utilizing the emotional outgoingness of the individual toward specific other individuals to build a setting in which he is *free* to change, even in attitudes toward the self.

Second, before attitude changes can occur, the individual apparently must feel free enough to ventilate, to express openly, what attitudes he has, with confidence he, as a person, will not be rebuffed; he can do this more surely in a group sociometrically arranged.

Third, there is evidence—and this is fundamental to any work with groups—that sociometric arranging of a group *at the start* (before activities are planned or begun) will enhance the possibilities both for successful outcomes of activities and for group processes which are satisfying to the members.

In the practice of groupwork, this very point is sometimes reversed: an "interest" is set up and individuals are recruited around it (as, art) when the objective is not its furthering but developing inter-personal structure in the group in such manner that each individual can work out his particular psyche problems. It is more economical of time and energy and therapeutically effective to construct the group originally out of sociometric choices for associates in the group—so as to have a basic pattern of inter-personal attractions out of which activities spontaneously develop.

Fourth. The third point above appears to rest on the fact that spontaneity of individuals is greatly augmented by inter-personal attraction, the choices themselves being a form of spontaneity. Thus, when people are placed together who have greater spontaneity toward each other, they tend to create more, act more intelligently, and do more in general, than when they are placed with others with whom they do not "click."

Fifth. The third and fourth points above appear to rest on the evidence that no one (psychiatrist, groupworker, caseworker, psychologist, teacher, parent) can choose as well *for* an individual as by and large he is able to do himself. He is the one who is an ultimate authority on what he *is feeling* at the moment when a sociometric decision is put to him. This does not imply he is the best estimator of why he is at present feeling as he does towards particular persons. Nor does it imply he is a reliable authority on his own emotional history or on the kinds of emotional patterns he may be exhibiting. It implies only that he knows toward whom he is emotionally drawn and, secondly, when he is allowed opportunity to be with them, that he is found to have chosen in a manner *which benefits him and the other individuals.*

Genuine Choices

Perhaps it should be re-emphasized here that this refers to sociometric choices—actual choices for a real situation which he is facing where he is motivated to give his genuinely felt choices and which he knows are assured him. It does not imply that choices which he *seems to be making from an observer's standpoint* carry the same efficacy. The evidence is that the individual's observed behavior is not a reliable index to what associates he wants; too many factors beyond his control may affect what behavior he shows. (*E.g.,* his own timidity toward approaching someone who is already surrounded by others; desire to make others think he doesn't care to be with those who do not invite him.)

The security of anonymity given to sociometric choices may be also an important factor releasing him to express his most confidential feelings. It is understood, of course, that how the sociometric placement was figured out from the choices is kept confidential by the group director. The individual does not know that he is, perhaps, unchosen; he knows only that he has been given one or more of his choices and he knows everyone else has too, so he can feel *he has a right to being where he is,* and he can, of course, feel also that in all probability some of those placed with him chose him. In any case, the situation was fair for everyone.

Under these circumstances, the individual can have *reality* feelings of security. (He needs less to seek recourse in fantasy.) In sociometric practice, this is found to free much more capacity of the individual than had been shown in his behavior in

(Continued on page 63)

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Out of

POSTWAR BERLIN

Comes this Page

from a

Acme

"Every morning . . . the crowded omnibus"

Caseworker's Diary

Every morning at 7:47 hours, mostly even sharp, I am going with the crowded omnibus to the out-office of a large Berlin VBK [welfare center]. The ride is only short, however long enough to make me feel hungry, due to the meager breakfast. Four dry slices of bread are still in my purse, and in addition to this a carrot as extra allowance. With steely energy I am holding onto my principle not to start with the second breakfast before entering the office-rooms.

In the omnibus I am seeing people who are riding somewhere to the surroundings of Berlin in order to collect provisions for hoarding. How fine that must be, to come home once with a full rucksack, to make parents and brothers and sisters once happy, and to be satisfied. The daily worry for the sick father and the big brother who is attending the Technical University on food card 3 and standing in the preliminary examinations, being always hungry, renders me frequently so tired and discouraged. However, being a social worker I must not think of the own need; the misery of the others is greater, fathers and sons are missing or still PW's, and almost everywhere the war has left inexpressible grief behind.

Before the door of the office-room, the first callers are already waiting. The consultation hour starts only at nine hours, but the people are used to waiting, to standing in queue and to come early. They know also that they will be served at the Public Welfare Office before official hours if it is ever possible. A haggard, tall, evil-smelling woman enters the room. She is one of the mothers who received continuous assistance in cash and kind through the Nazi government and was accustomed to keep house on full larders. She is unable to put up with the economy now required; the last usable items are sold; the money is spent; the children have no longer any clothing and linen; and to the four legitimate children an illegitimate one, allegedly from a Russian progenitor, has been added.

The food card rations were never sufficient for the family, and the children had to steal in foreign gardens. The eldest son has recently left the family because he wants to get enough to eat at a farmhouse. The suckling had to be taken to the hospital yesterday because he was seriously undernourished. At the end of the month the family is ordered to vacate the living shack by the Building Police, since the mother has used the wood planking and the roof trees for firewood during the last cold winter and since the living shack is now pervious to rain and threatened to falling down.

Lamenting and debilitated, the woman is sitting in front of me: "What will now become of us, where shall we go, when will my husband come back, why have the men to go to war, why does the Russian not release the men? Please take care that my big boy will come back, he was the only bread-winner in the family. Please do call at the hospital at once and ask how my little girl is, I want to have the child back." Complaints and questions on end, and few possibilities to help; however, help must and will be given. The mother must comprehend that she has got so deeply into trouble through her own mistake, and that she only will be able to master the hard life through diligence and honesty, cleanness and goodwill. The woman must feel that she will be helped if she is ready to convert herself.

Again the door is opened. This father was here already yesterday. He is a master artisan, having been bombed out for three times and now living in an emergency home. His wife returned from East Prussia twelve days ago. She had been forced to work for the Russians, had been raped, and has given birth to a child two days ago in the small hut where her husband

For this remarkable document, *Survey* editors are indebted to Marguerite Boylan (see "Rebuilding Social Services," THE SURVEY *midmonthly*, October 1947). Following her return from Germany last fall, she received this "Report of a Female Caseworker," dated October 31, 1947, from the director of the Welfare Branch of the Military Government in Germany. THE SURVEY prints this report in order to bring to American social workers an authentic picture of the personal and professional lives of their colleagues in a devastated European country. By special request the name of the caseworker who wrote the report is being withheld.

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is living now. The little girl is well, but the mother is completely exhausted. Neighbors have given a table cloth for diapers, and an old woman put a little shirt before the door. The father asks for speedy accommodation of the child at a good foster place; his wife was pure when she married him, and she must not be reminded of the shame through the child.

"Please, place her soon and well. I shall nurse my wife to become well again, we have two children of our own who must not know anything of their mother's fate, not yet now, afterwards I will tell them the awful facts." The father is requested to bring us the baby next morning; the foster parents have got word and will pick up the child. They want to keep her completely for their own and do not like to meet the real mother. Layette and perambulator have already been prepared; the foster father is a joiner and is now building a cot for the baby.

The telephone is ringing; the police have arrested a twelve-year-old boy when he was stealing fruit. The boy must be picked up at once. This is a well-known case to the family caseworker. The father was apprehended two years ago by the Russians for having been a member of NSDAP [National Socialist German Workers Party]. The mother died shortly afterwards, and the child was taken by foster parents who have taken over the property, including the house and all inventories. Since his mother's death the boy is causing difficulties in his education.

On the way to the police station I have at last a possibility of inserting a short recess for breakfast. How good such a little piece of bread is, when one is so hungry!—The little sinner is glad to be fetched, he does not like to have something to do with the police. In an adjoining room of the office he waits for his foster parents.

In the meantime, the consultation hour is going on. Mothers are coming, complaining that their daughters do not want to work; foster mothers are applying for shoes and clothing for their refugee children; a little boy is coming, giving his mother's compliments and asking for a soon call at home; the progenitor of an illegitimate child is bringing the proof that he will not be able in the future to pay alimony; a former foster child, now being an apprentice, is asking for an allowance since both the foster parents have fallen sick and have to live on public assistance; a young mother reports exultantly that her child has received a pair of new shoes; a neighbor is informing us that vis-a-vis a woman is living who barters with the food ration cards of her children. "When she has nothing to smoke, she thrashes her children," the woman is telling.

Thus in short moments sad and pleasant pictures are passing before my eyes. Whoever calls at the consultation hour will be treated individually, in spite of the short time, and will receive aid as far as possible.

The consultation hour has been closed for today, the bell of the Catholic Chapel has chimed twelve a long time ago. As the last of callers a father is coming in, wearing a dirty mechanic's overall. Tears stand in his eyes. He is already known here; his two children were placed at an institution two years ago, returning to him about two months ago. His wife is not good; she cannot put up with the general condition of need and lets the children go hungry. The father had another dispute with his wife and she ran away last morning, taking all the food ration cards of the family with her. The father is desolate, and now he wants to be divorced. His children are patiently waiting outdoors.

The case causes much work. The police and the Food Card Office have to be informed. A farmer friend has to be asked for his kind assistance with vegetables and potatoes. The children have to be registered at the day care center. The father needs a certificate for his employer. Two women with whom the mother has been repeatedly bartering food cards for bread or cigarettes have to be visited. Everything must be done, all of it urgent.

Behind the father the door is being closed for the day. Out-duty may begin. At first I have to see the mother of the little Russian baby, then the medical attestations have to be picked up declaring that the mother is healthy and not suffering from venereal disease. Afterwards I shall see the farmer so that the two children abandoned by their mother will have something to eat; perhaps I can have there something also for the three children of the woman who has consumed already everything for the ten-days period. On the way to the farmer I can call at the kindergarten where two children have to be seen and registered. On my way to Mrs. N., who should like so much to take a foster child, I can accomplish two visits on wards. On the whole, eight home visits are due today. Therefore I shall not be free before nineteen hours.

What a pity that I have already finished my sandwiches, but the carrot was fine, almost like an apple. The errands are all very distant from each other and the sun is rather hot today, but I am glad that I have not to do my work in the city. Here in the suburbs everything is already more rural and freer. In the gardens the flowers are blooming in all the colors, and the orchards are boasting with splendid apples, pears, red and blue plums. Here and there a hen is cackling; a pompous gander is crossing my road; three butterflies are resting on a large yellow sunflower; a kid is jumping merrily around the goat mother.

The world is beautiful, but I am hungry. Otherwise I would also be able to be so happy as the little dog there that is glad to see his mistress. Perhaps I am also tired besides the hunger. Maybe I am too much preoccupied by the troubles of others—maybe I ought to have more possibilities to help. However, what is not existing cannot be consumed; we have to attempt to master life and to brave the need. Everything on earth has its meaning, and if we go to pieces, we do not solve the task.

Before going to see the woman in childbed I am praying for strength to say some helpful words to the woman, in order to give her new courage.

My timing was right: out of the eight home visits, seven could be dispatched. An old man who wanted to be hospitalized has died in the meantime, the visit becoming superfluous. It is shortly after nineteen hours. The omnibus is no longer so crowded at this time of the day, and I am getting a seat at the second stop.

At home much work is waiting for me, for the mother cannot master the big household by herself. The cooking and shopping take almost all the day. The lacking potatoes have to be replaced through wild vegetables which to collect takes much time. I was totally out-bombed, and the few newly purchased items are of inferior value and quickly torn. For washing and darning only the late evening is left. Tired and exhausted I am creeping into my bed, grateful to have still a roof over my head and a bed to sleep in, and to be able to give aid to some people.

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The Paint Job

MARY OVERHOLT PETERS

A one-page sketch which gives warmth and credibility to the idea of helping people to help themselves. Mrs. Peters is a district supervisor in the Oklahoma Department of Public Welfare.

There was every indication that the battered baby crib was in for a thorough overhaul and redecoration. A can of white paint and a paint brush, material for crib sheets, pillow slips, blankets, pad covers, all were piled inside the crib. Miss Scott, the social worker, came in with quick, eager step, hurriedly buttoning her big smock as she set to work. She moved the material from the crib, spread newspapers on the floor, opened the paint, stirred it carefully, and dipped in the brush. A sudden thought erased the eager look and arrested the hand that held the paint brush. "If I get such a kick out of this, Florence might feel the same. It's her crib for her baby; she needs to get a kick out of something. I have no right to do this —it's her job," she said aloud, as she cleaned the paint brush.

Instead of a bright, new-looking crib, Miss Scott brought the battered baby bed the next morning to a dark, dingy tenement room where a shabby, untidy young woman sat with her baby in her lap.

"Look what we have here, Florence," Miss Scott began briskly. "It doesn't look like much now, but when you get it painted and fixed up, I bet you'll be proud of it."

Florence regarded the bed sullenly, but did not answer.

"How's Maxine this morning?" Miss Scott continued, ignoring the girl's lack of enthusiasm.

"All right, I guess." Florence rose and placed the baby on the old car cushion in a dark corner of the room. She did not turn to speak again.

"Maxine needs sunshine. It's nice you have that fine big window, now that spring weather is coming," Miss Scott remarked eaily as she departed.

There were no curtains at the window, and the glass was so covered with dust on the outside and a greasy film on the inside that it admitted little light. The walls were smoke blackened and the corners were festooned with cobwebs. Florence was as untidy and slovenly in appearance as her home, and even the baby had a neglected, shabby look A visit to Florence always left Miss Scott depressed. "Florence is so sorry for herself that she has no friends, and refuses even to love her baby because that would bring a gleam of happiness, and Florence is resolved she will admit no happiness into her life," she analyzed.

Life had not been kind to Florence. She was a child of divorced parents and several marriages of each had separated her from both father and mother. She had had a very good job and a boy friend during the war. Although both were under eighteen years of age, they married, for at eighteen he would be called into military service. He was called, but during the round of parties which celebrated his last week of civilian life, he was killed in a car wreck. There was no money, no insurance, nothing but debts. And Florence was pregnant. She had no intimate friends, but when she moved to cheaper quarters and less desirable jobs as she became less able to work, she lost even the casual friendships she had formed.

Her child was born in the county hospital, and she was meagerly maintained by an ADC grant supplemented by some county assistance. The bare room in a delapidated tenement house threw her with a lower level of society than she had yet known, and though she had little to do with the other tenants, her speech grew more like theirs, she walked like them, looked like them, lived like them. She was without pride in herself or her baby.

Miss Scott was reviewing this in her mind as she again came up the broken, warped board walk to the old house. But once in Florence's room, she stopped short in surprise at the sight of the fresh-painted baby bed. The paint left over from the crib had been applied to the window casing, the window glass was shining, and the floor and surrounding walls were scrubbed to a bare, painful cleanness. The baby's bed stood in front of the window where the warm sunlight poured in. It was truly a bright spot in a dreary setting. It might have been her imagination, Miss Scott thought to herself, but the baby seemed happier this morning. And though Florence maintained her uninterested, almost disapproving, attitude, there was something different in her expression.

Within the next few weeks material for curtains, a can of wall paint, two or three throw rugs, material for pillow covers, and other needed equipment came to the room. Its transformation progressed steadily. While the change was taking place in the room a significant change was also taking place in its occupant. Florence was neater in dress, cleaner in person, She became careful of her speech, and and her hair was becomingly arranged. a quiet courtesy supplanted the sullen ness. She began to go to the library when she took the baby out for a walk, She was reading, studying, and cultivating associates she met at the library in place of the other tenants, who were already critical of her because she had found her room not good enough. Florence was a different person. Ambition and hope had been born in her.

"The baby bed is almost too small for Maxine, isn't it?" Miss Scott asked many months later as she planned with Florence nursery care for the baby to free Florence during working hours in her new job.

"No, no, it's all right," Florence protested vehemently, and then continued in answer to Miss Scott's surprised look, "That bed means something very special to me, Miss Scott. It was when I saw it change as the clean white paint went on that I first saw that things could be better—that I myself could do something to make them better. I can't give it up yet." The girl's earnest voice dropped almost to a whisper. "Sometimes when I get discouraged I just move that little bed out and sit and look at it till it talks to me. It says 'Things can be better. You, yourself, can do something about making them better; better for Maxine and for you.' "

Miss Scott closed the door softly. "Wouldn't it have been awful if I'd done that paint job myself!" she mused humbly.

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EPITOMES

THE COMPASS

Toward a Progressive Vocational Service for Social Work

Joe R. Hoffer

This is the last of three articles on a progressive vocational service for social work. The first two—in *The Compass,* September and November, 1947—outlined services which should be made available, and presented three proposals for providing them under voluntary auspices. In this article the role of public employment services is discussed.

For the past few months there has been considerable discussion regarding the extent to which a voluntary, nonprofit organization with limited financing can serve a whole nation, and certain generalizations may be offered at this time which may be significant:

1. There is a need for a national placement service. This should be a common service, national in character, cutting across functional lines and including all areas of social work.

2. The social work field is unwilling to finance such a service at this time.

3. It is impractical to attempt to administer a truly national placement service under voluntary auspices.

4. The public employment service has demonstrated its potential ability to serve professional workers.

The most significant demonstration of a public employment service for social workers has been operating as the Social Workers Placement Service on the west coast since 1941. This is a joint enterprise of the U.S. Employment Service and the California State Department of Employment and is operated on a regional basis serving eleven states and two territories, Hawaii and Alaska. Another example was demonstrated on a local level in Cleveland, Ohio. Other professional groups [teachers and nurses] have also found the public employment service helpful.

While the California and Cleveland programs represent the major special public services to social workers, the regular state employment services and the USES are providing some placement service. This is available usually in large urban areas.

The federal government returned the operation of employment services to the states on November 16, 1946. These services are being financed largely through federal funds and therefore the USES has continued to play an important role in the conduct of these services. Therefore, it would seem important that action be taken on both the state and national levels. The nature of employment service relating to social workers is such that certain problems must be considered before the extent of this action can be defined.

First, social workers are a mobile group and move freely from one job to another and from one section of the country to another. Therefore, there is a question as to whether a state could operate an effective program if it restricted its registration to those residing within its boundaries.

Second, is the problem of whether public employment agencies should be standard setting agencies.

Third, is the problem of adequate financing.

Fourth, is the problem of the selection of representatives advisory committees. The use of an advisory committee is consistent with the operating policies of the employment services and should be considered essential.

The first step toward a more adequate placement service is to secure common agreement of all responsible social work organizations that the field should look to the public employment service for the basic placement service.

The National Social Welfare Assembly, professional membership organizations, and the Social Work Vocational Bureau should develop and publicize a national plan with the cooperation of USES and formulate some basic principles for the guidance of local, state, and national social work groups. Local and state social work groups should explore with the appropriate public employment officials the possibilities of providing a more adequate service.

The problems enumerated do not represent all which must be faced in developing a truly national employment service for social work. Classification, analysis of labor market, improved job counseling, are examples of other considerations which will demand attention.

In working for a complete vocational service, principles regarding the relationship of voluntary to public services should be kept in mind. It will not be possible to attain a well rounded program of employment service under public auspices immediately, and it is essential, therefore, that consideration be given to the provision of supplementary services under voluntary auspices designed to strengthen the public employment service. Functions that need to be provided through voluntary means have been described in the previous articles.

The SWVB has discontinued its present counseling and placement services and is carrying a restrictive program until a definite decision as to the future of the organization is made on June 1, 1948.

JOURNAL OF
Social Casework
Formerly THE FAMILY

Social Service in the Veteran's Administration

Jack H. Stipe

The social service division in central office [of the Veterans Administration] consists of three sections—program standards, staff development, and operations—all of which participate in the formulation of policy and program and render professional guidance and assistance to the thirteen branch chiefs of social service. More than 1,000 full time social workers are now on duty with the Veterans Administration. More than 70 percent of these workers have completed two years of training or have earned a master's degree or its equivalent. About 560 VA social workers are assisting veterans at regional offices, and about 120 of these are working full time with patients attending the regional office mental hygiene clinics. There are approximately 145 on duty in neuropsychiatric hos-

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pitals; more than 40 in tuberculosis hospitals; and 255 in general medical and surgical hospitals.

Although VA social service has a primary responsibility for service to veterans receiving medical care and treatment, regulations and procedures authorize social service assistance and collaboration, whenever possible, in certain other aspects of several of the non-medical programs outside the department of medicine and surgery. In large field stations, social service may be represented at staff meetings of the non-medical services and divisions not only to explain VA social service but also to present opportunities for a demonstration of this service. As additional professional staff members become acquainted and learn to work cooperatively with social workers, the whole field of social work inevitably will derive real benefits.

It is realized that all efforts to develop the VA social service program into one program, conducted by one staff, will have no vitality and reality unless this service builds secure working relationships with the profession outside the Veterans Administration. To achieve this, social work has a representative on the VA special medical advisory group, which group is required by law, established by the administrator, and nominated by the chief medical director. To advise the administrator, chief medical director, and the social service division regarding the development of a good VA program of social service, a Veterans Administration social work advisory council of seven members has been appointed. Several branch offices have appointed consultants to social service. Already approximately 175 students from twenty-eight schools that are members of the American Association of Schools of Social Work have field work placements in fifty VA field stations.

RECREATION

Play as You Go

Howard Whitman

America needs, as rarely before, the emotional health that work-play balance can give. We need the increased productivity of the man who takes time to recharge his batteries. We can do without the tense, erratic activity of the playless man we sometimes call a "dynamo." As Dr. Mark A. May, professor of Educational Psychology, Yale University, points out, the dynamos are prone to develop stomach ulcers—"The ulcer type rarely plays at all."

What is the difference between work and play? Too many people do not know. Dr. Karl A. Menninger, Menninger Clinic and Research Foundation, Topeka, Kansas, sums it up this way:

"The psychiatrist plays at being a photographer, the professional photographer plays at being a horticulturist, the florist plays at being a carpenter, the carpenter plays at being an artist, the artist plays at being a cook, and the cook may, along with several million other blithe spirits, be playing at being a psychiatrist."

The distinction between work and play, he says, is "not in the actual occupation but in the mind." The individual's attitude toward an activity can transform it from grim drudgery to gay fun, or vice versa.

Dr. William C. Menninger, who headed the army's psychiatric services during World War II, gave this definition: "Play is an activity which we choose freely—without necessity or outward pressure. We do it solely for the satisfaction we get out of it, and not for any monetary value."

Work is compulsory, has monetary value, and must be done whether we like it or not. Professor May calls work an "anxiety activity."

Is all play, and no work, the answer? Certainly not. That's as badly off balance in the other direction.

There is no way to tell just how many hours a week you must play in order to achieve a balance. Only your own sense of well-being can tell you that you are playing sufficiently. Only your own feelings of tenseness can tell you that you are not playing enough.

Play often is aggressive behavior in a socially acceptable form. We can swat a baseball, shoot a deer, kick a football, hook a fish, or punch an opponent in a boxing match—and no one accuses us of anti-social behavior. Baseball shows a close affinity to the aggressive nature of primitive man; his primary activities were *throwing, swatting,* and *running*— precisely the combination you have at the Yankee Stadium.

For a proper work-play balance, every man ought to strive for at least four satisfying kinds of play. For example, he might have a stamp collection to gratify his acquisitive instinct, carpentry to fill his creative urge, tennis to get out his aggressions, and mountain climbing to satisfy his need to dominate and excel.

COMMUNITY

To Gerard Swope: for Distinguished Service

"Here is a fellow who has really made good. He's risen from a dollar-a-day man to a dollar-a-year man." Thus said E. A. Roberts when on behalf of Community Chests and Councils, Inc., he presented to Gerard Swope the first national Red Feather Award "for distinguished service to the nation's community chests and councils. The bronze medallion is the highest honor the national association can bestow on a citizen, and its duplicate will go, not oftener than once a year, to the man or woman who is judged to have rendered the most outstanding service in the national field.

The "dollar-a-day" wage was earned on Mr. Swope's first job, that of helper in the General Electric service shops in Chicago in 1893. The dollar-a-year had been earned by long service to many a social, civic, and humanitarian cause, starting in the days when he worked evenings as a volunteer in Hull House. His first experience in the chest field came when he was chairman of the depression-born Mobilization for Human Needs, in 1935 and 1936. He was one of the leaders of the National War Fund; also chairman of the National Budget Committee. He was first chairman of the National Health and Welfare Retirement Association.

Receiving awards is nothing new in Mr. Swope's life. For his work during World War I, President Wilson awarded him the Distinguished Service Medal, and France made him a Chevalier of the Legion of Honor. In 1942, he was awarded the Hoover medal for public service in social, civic, and humanitarian affairs. He was a member of President Roosevelt's Advisory Council on Economic Security, and of the first National Labor Board.

Mr. Swope spoke some gracious words of appreciation: "It has been a pleasure to watch the growth of the Three C's. This kind of federation, with decentralization of management, is a real demonstration of democracy."

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MR. CHAIRMAN!

Environment and Adjustment

JOHN IHLDER

A year or two ago I spoke before a social work group where my emphasis on the importance of environment was rather coldly received. In response to my request for a definition of the purpose of social work, a member of the group, who, I later learned, lives in a coal mining town, said, in effect, that the purpose is to enable people to adjust themselves to their environment so they can live contentedly. If I had then known of her habitat I would have asked how her conception of the purpose of social work differs from the purpose of the unlamented Coal and Iron Police whose motto was, "Make 'em take it and like it."

My usual and broader question is whether social workers are permitting themselves to become merely skilled technicians who hire themselves out to others who determine the purpose for which the skill shall be used.

At a recent meeting of the Washington Chapter of the American Association of Social Workers, the speaker very eloquently told us how much better we are than are the social workers of some other nations. He especially mentioned the German social workers who accommodated themselves to Nazi doctrines. He intimated that *we* would never, never do anything like that. Will THE SURVEY permit a reference to the ribald instance of the maiden lady who never was tempted.

But while we have not been tempted by the Nazis, are we sure that we have not been and are not now being tempted by others? And are we sure we are resisting? Are we sure that we do not say less than we know to be the truth, that we do not trim down the effectiveness of our programs because of fear of offending board members or others in position to advance or hinder our professional progress?

The statement that a social (case) worker's job is to understand human behavior and on the basis of that understanding aid clients to adjust themselves, may be a soporific. It may be used to excuse her from taking a courageous stand for the betterment of conditions to which she knows the client should *not* be adjusted. She may rationalize, persuade herself that these are beyond her field; but if she believes they handicap her work in her chosen field can she refrain from saying so or from participating in efforts to improve those conditions? Has social work in coal mining towns, or in far better environments, been so

WHEN JOHN IHLDER, PIONEER IN THE FIELD OF housing, accepted THE SURVEY *midmonthly's* invitation to express his viewpoint on some practices of social work, the natural inclination was to look for a leader in the profession who would present the clinician's viewpoint. Friends consulted, however, felt that the positive statement should be made by one who represented the whole field, and that both personally and as director of the National Social Welfare Assembly, Robert E. Bondy was the person to call on.

The issue which seems to emerge is in the question: "What is social work?" In order that readers, answering this question for themselves, may have three people to disagree with, THE SURVEY ventures this definition:

"Social work is a conscious effort to improve the relationship between society and its constituted members."

The Function of Social Welfare

ROBERT E. BONDY

Social work claims to be a profession. It is said to have a body of skills. Job classifications for it more and more call for specific graduate training in professional schools. Millions of dollars are spent in its undertakings. Voluntary organizations exist to promote it. Government in its various jurisdictions carries it on.

The center core, the heart of social work, is that it exists to promote the well-being of people. *It is the arranger, the facilitator in behalf of people for the attainment of human well-being. It has that as a sole function.* When it begins to depart from that sole function, it ceases to be social work. When, for instance, it gives primary emphasis to protecting the interest of contributors, it departs from primary service to people. When political forces use public assistance to win political battles, the interest of people is endangered. When social work is tacked on to the making of profits, its primary purpose is diverted.

Many other people work to serve the well-being of others. The physician, the minister, the businessman, or the member of the Parent-Teachers Association may be concerned with people, but they still do not have the total well-being of the people as their sole interest.

Social workers have a concern with the totality of individual well-being. They are the arrangers, the facilitators of that totality. They serve people and have no other purpose. Their work becomes a personal matter. The personal equation is shown in their correspondence, in their talk, in their activity.

Social work has opportunistically and pragmatically and with study and forethought developed skills in bringing to people the opportunity and the means for satisfying their needs. A professional body of knowledge grows out of those skills which can be taught in the classroom and in the field.

Four methods are used in social work: social casework, groupwork, community organization, and social action. These interlock and are interdependent. They need to be carried forward in balance and in unity.

The social casework method is used when the needs of the individual or the family call for distinctive and unique attention. The differences among people, the differences in their needs bring the social caseworker onto the scene as facilitator. He facilitates the adjustment of the individ-

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John Ihlder

successful in adjustment that its clients are contented? And if it has, does the social worker believe that she is conditioning her clients to anything better than a contented acceptance of death, death of the client and death of the society of which that client is a part?

In my belief, each of us individually and our society as a whole are complex. There is no single answer. There are individuals who, by strength of character or by lucky breaks, triumph over the most adverse situation and environment.

But there are thousands who fail to one who triumphs, because their strength is not quite adequate. I do not subscribe to such interesting theories as that the different people of the globe are what they are solely because of soil and climate, or that we Americans are beginning to take on a resemblance to the Indians. But I do believe that life in America is modifying many of our inherited characteristics, not only physical but mental and emotional. Our environment is molding us.

So, it seems to me, the social worker, even though predominantly concerned with the adjustment of individual clients to their environment, must also be concerned that the environment is one to which the client *should* be adjusted.

This brings us back to the social worker's responsibility for improving the environment. Admittedly, this takes courage, it may put one's livelihood in jeopardy. So long as a social worker concerns herself solely with adjustment of clients to things as they are, she will have only commendation from those who benefit, or believe they benefit from things as they are. But at the same time, she will be of little effect; and she will be given little consideration by those who are striving to make things more than a little better than they are.

Robert E. Bondy

ual, and the utilization by the individual of his own resources and those beyond him.

The groupworker seeks the individual's development as part of the group. The common denominators of educational, spiritual, cultural, leisure time satisfactions are this worker's stock in trade.

The community organization worker, whether of the local community, the state, or the nation, brings organized forces and individual citizens into cooperation in behalf of broad goals for the good of many people. Needs are studied, programs are formulated, united action is sought.

The worker concerned with social action draws upon the experience and findings of these other workers as grist for his mill. He knows human need; he develops proposals for action to meet that need. The proposals may be general or specific; they may involve legislation or public administration, or the ballot box, or broad public understanding of social needs. Social action means democratic action, it calls for uniting of social, economic, and political forces in behalf of individual well-being. It may relate to housing or public assistance or minimum wages or federal aid to education or participation in the United Nations, or the action of politicians. But, in any event, its authority rests upon demonstrated human need and valid programs of action; and its strength lies in so joining all forces that the sum of it is making democracy work.

Now the obsession with attaining victory in war or the engrossment in transition to peace may so absorb social work as it works directly with individuals or groups or communities that the application of its experience and knowledge to social action may be temporarily in abeyance. It must be only in abeyance. "These ought ye to have done, and not to leave the other undone," must be held in mind.

One cannot be all things to all people. Mending the broken vessel may be so engrossing for the individual social worker that construction of the machine to make better vessels possible is deferred.

Social work has been engrossed in a great war. It has been busied with the conversion to peace. Mounting costs of living have brought problems to the individuals it serves, it has struggled against the backwash of war's psychological aftermaths of ill will, prejudice, discrimination, and lassitude.

It has its peaks of attainment and depressions of retardation. Today it is on the leveling off plateau, catching a second wind for the long pull of girding for greater heights. Progress must follow reaction, and so today social work, with the certainties of its knowledge of human need, must prepare for and enter an active period of advance through democratic action.

Let it not be said, however, that during the engrossing times of war and conversion to peace, there were no prophets or leaders in democratic action who had grown up in the knowledge and method of social work. Franklin D. Roosevelt and Eleanor Roosevelt, indeed, have been such prophets and leaders. Harry Hopkins, whether constructing a WPA or convincing Marshal Stalin of the ways of human well-being, was the arranger, the facilitator, made effective by warmth for people and by skills gained in social work. Communities and the nation have their counterparts. Certainly, democracy has been in action in the last two decades in the interest of the general welfare, and running through it have been the contributed knowledge and skills of social work. For the future, that contribution must needs be enlarged, while at the same time, the arranger and facilitator carries on its efforts for individual, group, and community well-being.

✦ ✦ ✦

My gawd, Miss C., only two months ago we give her glasses and now she's back for teeth. She must have read in the newspaper she could have teeth. She'd never have thought that up by herself. — *Public official to a colleague.*

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THE COMMON WELFARE

Meals for Millions

Most of us who hear from friends in Europe have grown accustomed to the curious comment: "Even when we get all the calories we are supposed to get on the ration, we seem to be hungry—especially the children."

For this chronic hunger, the hunger of the malnourished—here and overseas—there is a new solution. It was worked out by Dr. Henry Borsook, professor of biochemistry at the California Institute of Technology. His invention is Multi-Purpose Food, or MPF.

The research which led to Dr. Borsook's discovery was made possible by grants from the California Dehydrators' Association and a philanthropic Californian, Clifford Clinton. As a biochemist, Dr. Borsook began with the scientist's premise that health and growth require the right amounts of protein, calcium, iron, phosphorous, iodine, and certain vitamins, plus foods insuring adequate calories. If a diet lacks any one nutritive essential, it is a disease producing diet, a starvation diet. MPF is his answer.

MPF is a soybean derivative. The process removes the oil, with its unpleasant taste, adds protein, food yeast, salt, herbs, spices, vitamins, and minerals. The resulting coarse, light brown meal, cooked in water for ten minutes, is palatable and satisfying, alone or combined with small amounts of meat, fish, vegetables, soup or cereal. It does not deteriorate when shipped or stored. And it can be eaten by anyone on any day, whatever his religious or vegetarian creed. MPF is low in calories, and it lacks Vitamin C, the anti-scorbutic vitamin, which does not withstand cooking, but which is widely available in greens and fruit. As a supplement to a "subsistence diet" (or less) MPF provides essential proteins, vitamins, and minerals. Two ounces are equal, in nutrition, to an "average helping" of beef, green peas, milk, and a small potato.

Once Dr. Borsook had the solution, Mr. Clinton took the lead in setting up the Meals for Millions Foundation, a nonprofit organization. Since July, 1946, the Foundation has made it possible for 32 relief agencies to distribute more than 5,000,000 meals of MPF in 21 war-ravaged countries. The cost —three cents per meal. MPF is not patented. Its sale and distribution profit no one—except the hungry.

By sending $1 to the Foundation, you can send 33 meals overseas; $3 sends 100 meals; $10, 333 meals. But the Foundation operates on an individual scale, too. For $4, Meals for Millions will deliver six 10-meal cans of MPF (60 meals) to your friend or relative abroad.

The address: Meals for Millions, 648 South Broadway, Los Angeles 14; or 119 East 19 Street, New York 3.

Anxiety in Everyday Life

Though anxiety is a killer, its "capacity to kill through heart disease and other physical involvements is as nothing compared with its ability to cripple ordinary human beings in their daily lives," said Dr. Harry Stack Sullivan, speaking before a large audience at the New York Academy of Medicine on February 2. Dr. Sullivan, editor of *Psychiatry,* delivered the William Alanson White lecture and later in the evening received the first William Alanson White Award for distinguished contribution to psychiatry through his work as researcher, educator, and public servant.

Under the title, "The Meaning of Anxiety in Psychiatry and Everyday Life," Dr. Sullivan said that anxiety is the product of early training, and may interfere with its victim's alertness even to factors which may remove the anxiety. Milder tensions, he said, were useful in explaining "the welter of belittling, disparaging performances which seem to be almost a national characteristic." The commonness of irritation, bad temper, and frank anger, he believes, are "not the outcome of 'real' dangers . . . but come from threats to our prestige, to our conviction that we are worth-while and respected." Understanding the roots of these feelings, he said, is necessary for more effective living.

Presiding over the meeting was Dr. Clara Thompson, director of the William Alanson White Institute of Psychiatry, which has been organized to train psychiatrists in psychoanalysis and special training to workers in allied fields.

Homes and Human Beings

With the gift of the library on housing which belonged to the late Edith Elmer Wood, The New School of Social Research in New York City now possesses a goldmine of information for housing students. The collection, which contains a thousand items including books and journals on public housing and a wealth of irreplaceable pamphlet material, was presented to the school at a special reception on January 6, by Mrs. Wood's two sons, Dr. Horace E. Wood, II, and Dr. Albert E. Wood.

Mrs. Wood was, as President Bryn J. Hovde remarked, on the occasion, "the great American pioneer of the housing movement." As a "'navy wife," she lived in many and various cities of the world. Her interest in housing began when she discovered how the health of one of her servants had been affected by inadequate living quarters. Soon she had become an authority on each factor of the housing problem. Eventually her reading and learning grew into writing and teaching, and it was in her own books and articles that a "statesmanlike program for better housing in America" was first suggested. The U. S. Housing Act of 1937 was, in a way, the culmination of her life work.

"As an economist and a woman," said Mary K. Simkhovitch in a tribute to Mrs. Wood on the occasion of the library presentation, "she recognized the home as the basic group for a sound national life where learning, joy, and love are framed in a structure fit for the development of these arts of living. She thought more of homes than of housing. . . . She saw people first, and housing as a leading factor in the complex social pattern which is the matrix of democracy."

The personal library of this woman of accomplishments will mean much to all those who are concerned with homes and human beings.

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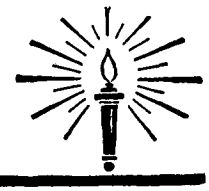
THE COUNTRY OVER



International Social Welfare

This year, the United Nations is planning four regional seminars on social welfare—in Eastern Europe, the Far East, Latin America, and for the countries of the Arab League. Modeled after seminars conducted in 1947 in Colombia and Uruguay under UN auspices, the meetings will provide an opportunity for neighboring nations to exchange views and report important accomplishments in the broad field of social welfare.

The seminar series is part of the social welfare program which UN has been carrying on since the dissolution of UNRRA. It is directed by Adolphe Delierneux and administered by Charles H. Alspach. The yearly budget is $670,186.

Little more than a year old, the program has provided valuable services and guidance on social questions to eleven countries, some of which have enacted legislation based on the findings of UN experts. Recently, in Albania new legislation setting up a social security system was based on on-the-spot surveys conducted at the request of that nation by two UN experts—one from the United States and the other from the Soviet Union.

A particularly important part of the social welfare program, according to M. Delierneux, is the exchange of "expert fellowships" between nations. Last year 124 such fellowships, each of six months duration, were granted to people holding senior posts in public or private welfare in their own countries. Nations planning broad social welfare programs, can nominate candidates for foreign study, so that they may return to adapt their findings to the needs of their own nations.

The division also carries on a wide distribution of technical publications helpful in training social welfare workers.

Coordinating Committee

In January, the advisory committee on planning and coordination of UN's Economic and Social Council, met in Geneva to discuss progress made in establishing effective working arrangements between UN's growing number of specialized agencies and in ironing out jurisdictional conflicts between them. The committee was set up last summer at the second session of the Social Commission to consider practical ways of coordinating UN agencies and also to consider the question of urgently needed social welfare activities which do not fall in the area of agencies now established. The committee, which met in closed session under the chairmanship of Secretary General Trygve Lie, will submit its report to the council.

WHO

A dramatic instance of the value of the World Health Organization was afforded by its aid in checking the cholera epidemic in Egypt last fall. Calling on resources the world over, WHO's Interim Commission flew into Egypt more than thirty-two tons of vaccine, blood plasma, and other urgently needed supplies to combat the disease. Working in close cooperation, the commission and the Egyptian health authorities were able to bring the epidemic under control within six weeks, although the disease was spreading at the rate of 1,000 new cases a day.

In a less spectacular way, the commission is building bridges of good will across the world through its $1,500,000 fellowship program, financed by funds from UNRRA's field service program. This year 200 fellows are studying in countries not their own, in order to bring back to their own governments the advantages of new medical and health developments. The commission is also providing field services to aid the health authorities of China, Ethiopia, and Greece, and has set up missions in Italy, Poland, Austria, and Hungary.

In cooperation with the International Children's Emergency Fund, the commission will carry out a vast program to immunize 15,000,000 persons against tuberculosis during the next eighteen months. According to Ludwik Rajchman, chairman of the fund, 70 percent of all children under fourteen years of age in war-devastated countries are infected by tuberculosis.

During the past year, the commission organized eleven expert committees to deal with such specialized phases of health work as venereal disease and malaria. One committee is concerned with establishing worldwide, uniform methods of reporting causes of deaths. These statistics are now often unavailable due to different terminologies used and sometimes lack of reporting. Another committee is working on biological standardization for drugs. International standards are vitally needed in this field to clarify dosage and potency and to establish standard expiration dates for certain biologicals. The commission has assumed the technical responsibilities formerly carried on by the Health Organization of the League of Nations, the *Office International d'Hygiene Publique,* and UNRRA's Health Division. A technical publications program is in full operation.

Yet, despite its excellent achievements, the fifth session of the commission opened in Geneva on January 22 on a note of sorrow over the slowness of nations in approving the constitution for a permanent organization. To date, only twenty UN member nations, not including the United States, have ratified. Twenty-six must do so before the commission can call a World Health Assembly providing for the entry of WHO as a full-fledged member of the United Nations family. However, the session decided to go ahead with plans for the date, time, and agenda of the assembly on the assumption that the needed ratifications will be received soon.

Studies

The UN Economic and Social Council has under way many long range studies designed to promote solutions to such age-old problems as full employment, economic development, standard of living, and economic stability, according to the January 1 *United Nations Bulletin.* These studies are being carried on by the council's commissions—Fiscal, Social, Human Rights, Status of Women,

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Statistical, Population, Economic and Employment, Transportation and Communications, and the two regional economic commissions. The greater part of the planning for these studies was completed in 1947, and "1948 should see a growing volume of substantive work on several economic and social problems," according to the magazine.

Human Rights

UN's Commission on Human Rights, at its December meeting in Geneva, adopted drafts for a Convention on Human Rights and an International Declaration on Human Rights, "either or both of which may become the basis of one of the most significant documents of history: a charter of the fundamental rights and freedoms of men and women, the world over," according to an article in the January 15 *United Nations Bulletin*. The drafts, which set down essential freedoms for all people regardless of race, sex, nationality, religion, language, political or other opinion, property status or natural or social origin, have been circulated to UN member nations for comment.

The commission decided to take no definite action regarding implementation of these drafts until member nations have had a chance to express their views on them. At its May session, the commission will revise the drafts in the light of comment from members and submit its recommendations to the Economic and Social Council. Under the present schedule, either or both drafts will be submitted to the General Assembly, at its next regular session in September.

The Covenant, which sets forth principles binding on nations accepting it, includes, in addition to standard articles on civil liberties similar to those in the United States and French Constitutions, an article forbidding "slavery" or "forced or compulsory labor." Another article contains a declaration of freedom to move about within a state and to emigrate and change nationality.

The Declaration, which would have primarily moral force, also contains standard articles on civil liberties. In addition, the rights set forth for every citizen include the right to social security, preservation of health, education, rest and leisure, trade union membership, equal pay for equal work, and equal opportunity to engage in public employment. Many of these rights are presented as duties of governments.

A major difficulty in preparing the drafts, according to *The New York Times*, was the problem of reconciling the views of the Slav countries with those of other member nations. For instance, the Soviet delegate, Alexander E. Bogomolov, who together with the delegates from White Russia, the Ukraine, and Yugoslavia, abstained from the final voting, complained that the declaration did not go far enough in protecting human rights "to work, to rest, to social security and education."

PCIRO

The great human problem of resettling the approximately 1,500,000 people displaced abroad by the war and by postwar disturbances "can be solved, but not at the present pace," writes William Hallam Tuck, executive secretary of the Preparatory Commission of the International Refugee Organization, in the January 1 *United Nations Bulletin*. PCIRO, which last July 1 took over the refugee functions terminated by UNRRA and by the Inter-Governmental Committee on Refugees, had arranged for the resettlement of over 100,000 of these people by the end of the year, according to the article. Of the remainder, between 500,000 and 700,000 can be repatriated during the coming year, or will succeed in becoming established in their present country of refuge.

This still leaves a hard core of 800,000 to 1,000,000 for whom resettlement abroad must be found. During the latter half of last year, PCIRO cared for an average of 650,000 people a month in DP camps, and provided legal and administrative aid to some 800,000 others not in need of material help. A serious handicap to resettlements is the constant influx of new refugees, due to postwar social disturbances in Europe, which necessitates an expanding program for care and maintenance in the DP camps.

Urging nations to open their doors to more of these people, Mr. Tuck points out that it costs about $135 a year to maintain a person "in the twilight existence of displaced persons camps in Western Germany," where half of the DP's are living at present, while it costs $200 to move him to North America and $20 to a nation in Western Europe. Eighty-seven percent of the DP's are under forty-five years of age, with their productive years still ahead of them, and many are skilled craftsmen. Two out of five are children. Mr. Tuck urges that nations accept these people as family groups, rather than as individuals with special skills.

PCIRO is under the double handicap of inadequate funds and limited constitutional status, according to Mr. Tuck. The IRO Constitution has been ratified by only eight member nations. Fifteen ratifications are needed before IRO can be formally established as an operating organization of UN.

Legislation

In his State of the Union message on January 7, President Truman called for "suitable legislation so that this nation may do its share in caring for the homeless and suffering refugees of all faiths." Representative William G. Stratton of Illinois, speaking at the annual meeting of United Service for New Americans in January in New York, expressed hope that his bill for the admission into the United States of 400,000 displaced persons at the rate of 100,000 annually, would be adopted during the present session of Congress. He reported that his bill is backed by 150 national organizations.

Movements in support of such legislation have been developing throughout the country. In Minnesota, Iowa, North Dakota, South Dakota, and Nebraska study commissions have been appointed to determine how many displaced persons might be resettled, particularly on farmland which has been suffering a substantial loss of native born population to the cities. A citizens conference representative of the New England states met in Boston in October to discuss pending legislation and plans for acceptance of DP's in case of favorable congressional action. A similar conference representative of the Great Lakes area was held in Cleveland in December.

Voluntary Agencies

United Service for New Americans, Inc., a voluntary organization serving the welfare and adjustment needs of Jewish refugees coming to the United States, which is caring for the welfare needs of approximately 2,000 Jewish immigrants a month, has set its 1948 budget at $13,600,000. Last year the agency provided food, clothing, shelter, medical aid, and other necessities for 20,000 of the 25,000 Jewish immigrants arriving here. It also assisted thousands of

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these people in their migration to this and other countries, helped thousands fit into American life through vocational guidance and employment services, and aided other thousands to move away from seaport cities to the interior.

The recently established National Catholic Resettlement Council is planning to establish DP resettlement committees in the 118 dioceses and 19,000 parishes of the church in America. These committees will canvass their neighborhoods to see how many displaced persons can be absorbed and will find sponsors to finance the transportation of displaced persons. The council will also "institute a large educational program for the purpose of enlightening the people of the United States as to a better and clearer understanding of their responsibilities in meeting this great international humanitarian problem." Monsignor Edward E. Swanstrom, executive director of the war relief services of the National Catholic Welfare Conference, is chairman of the new council.

The committee on displaced persons of Church World Service has announced plans for an expanded resettlement program in the event that Congress acts to admit more displaced persons. The active cooperation of interdenominational councils of churches in thirty-six states and 633 cities has been enlisted to help in the resettlement of immigrants and to aid them in becoming self-supporting. The committee has made an intensive survey of what practical assistance can be rendered to these people on arrival. The operational budget of the committee is a little over $1,000,000 a year.

The committee has already given assistance to 1,488 Protestant immigrants, who have been arriving here at the rate of about 100 a month. These have been resettled in thirty-two states and 124 communities throughout the country.

Church World Service is carrying on a combined program of ministry, welfare work, and immigration aid in DP camps in the American Zone of Occupation in Germany and Austria. Approximately half of the people in these camps are Protestant or Greek Orthodox in affiliation.

The January issue of the *Journal of Social Casework* carries two articles valuable for community agencies working with new arrivals from Europe—"The Newcomer's Orientation to the American Community," by Hertha Kraus, and "The Challenge of Transplanted People for Casework," by Elizabeth W. Clark.

WASHINGTON BYWAYS

OUR hail to a new feature is, simultaneously a regretful farewell to Rilla Schroeder's much appreciated monthly page, "Here in Washington." It was from prewar Washington that Mrs. Schroeder began to send us the news of social legislation and the federal agencies administering it. Her coign of vantage was the Capitol, where she was then secretary to the late Caroline O'Day, congresswoman at large from New York State. After Mrs. O'Day's untimely death, Mrs. Schroeder moved from one exacting government job to another. But in the midst of her busy days, she found time to keep up with the news in *The Survey's* field, and to report it for *Survey* readers. And again and again, a *Survey* editor, unable to lay hands on a needed report or pending bill, has picked up the phone and appealed to Mrs. Schroeder—never in vain. *The Survey* readers, we feel sure, join with *The Survey* editors in hoping that Mrs. Schroeder will find time for an occasional article, even though, beginning next month, "Here in Washington" becomes "Washington Byways"—a sort of "inside" reporting that a federal employe of Mrs. Schroeder's integrity could not undertake.

China Mission

UNRRA's relief and rehabilitation program in China came to an end on December 31, terminating the official life of the agency. Distribution of remaining relief supplies and completion of unfinished long range rehabilitation projects, chiefly agricultural, is now the responsibility of the new Sino-foreign, post-UNRRA Board of Trustees for Rehabilitation Affairs and to a lesser degree of the government and private relief agencies.

Commenting on the China mission, *The New York Times* points out that "as a whole . . . a great deal of good has been done." Operating in a nation disrupted by eight continuous years of enemy occupation, in the face of civil war conditions and desperate transportation bottlenecks, the program has been estimated by local officials as between 25 and 50 percent effective, according to the paper. Major General Lowell W. Rooks, director general of UNRRA, pointed out in a recent letter thanking the Chinese Government for its cooperation, that the food shortage in China "although still a critical problem, is far less acute than it was in 1945 and in 1946."

The administrative method of using Chinese officials in top directing positions assisted by foreign deputies, which was found by UNRRA to be most effective in eliminating bottlenecks in the distribution of relief supplies, has been carried over in the organization of BOTRA, which is composed of ten official and non-official Chinese and five foreigners, including Harlan Cleveland, UNRRA's last China director. BOTRA has taken over the utilization of more than $50,000,000 worth of equipment and supplies, as well as $5,000,000 from UNRRA for running expenses.

Opportunities

The Ryther Child Center of Seattle has received a renewal grant of $22,000 from The Field Foundation, Inc., of New York and Chicago to make possible a two-year extension of the center's work on a research, interpretation, and training project. Under the terms of the grant, six-month internships permitting a total allowance of $125 per month are available to graduates of schools of social work who wish additional training in this type of service—treatment of emotionally disturbed children.

The center, located at 4416 Stoneway, Seattle 3, Washington, is directed by Lillian J. Johnson, whose article, "Hope For Three Out of Four" (see THE SURVEY *midmonthly*, October 1947) was based on a study of the results achieved by the center during the ten-year period 1935-45.

Fellowships

Barnard College announces that the 1948-49 Public Service Fellowship, established in 1943 by the Women's Organization for National Prohibition Reform, will be awarded in the midwest area. The fellowship—$1,800 this year—is awarded annually by the Barnard faculty on a regional basis. It provides for a year of graduate study at any approved college or university in one of the fields of social science.

Requirements include U. S. citizenship, a bachelor degree, and special ability in the social sciences. Candidates for the 1948-49 award must be graduates of approved institutions in Ohio, Michigan, Indiana, Illinois, Wisconsin, Iowa, Missouri, North Dakota, South Dakota, Nebraska or

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Kansas. Application blanks may be secured from Professor S. Stansfeld Sargent, Barnard College, Columbia University, New York 27. Applications and recommendations must reach the committe not later than April 1.

A Public Welfare Fellowship of $1,000 is again offered by the national Delta Gamma fraternity, for the academic year 1948-49, in honor of Grace Abbott. This fellowship is open to any woman graduate of an accredited American college or university and may be used at any approved school of social work. Preference will be given to candidates who have been employed in the public welfare service and who plan to return to public service. Application blanks may be obtained by writing to Blanche Garten, 1827 A Street, Lincoln 2, Nebraska. Applications must be filed by April 1.

Legislative Previews

New Jersey's Welfare Council is seeking wide support for a bill calling for the establishment of a graduate school of social work at Rutgers University, according to the December *Bulletin* from the council. It is expected that the measure will be introduced in the current state legislature with the sponsorship of Rutgers, the state university.

Under the proposed bill, the school would provide instruction, in accordance with professional standards, for persons preparing to enter the profession and part time courses for those already employed. Instruction would have particular reference to the training of personnel for the public and private school agencies in New Jersey. Provision is made for the establishment of research projects at the school to aid its program of instruction and to improve standards of social service in the state. The bill directs the university to appoint an advisory committee for the school, broadly representative of the profession. An appropriation of $50,000 would be provided for maintenance of the school.

Public Welfare

New York—Recent developments in the months-long, continuing investigation of New York City's welfare department by the State Board of Social Welfare include a suggestion by Governor Thomas E. Dewey that state aid to local welfare authorities be cut, countered by a request from New York City officials that it be increased.

At a press conference on January 19, Governor Dewey reported that substantial pressure had been developing in favor of cutting the state's contribution, because of mounting relief outlays in New York City and growing dissatisfaction with the city's welfare administration. However, according to *The New York Times,* Republican leaders in the current state legislature are not in favor of such drastic action at this time. Under legislation adopted in this state two years ago on recommendation of the Moore Commission, local welfare authorities are responsible for paying 20 percent of public assistance costs, while the state is required to make up the difference not covered by the federal contribution in the categories of ADC, OAA, and blind assistance.

Benjamin Fielding, New York City welfare commissioner since last October, pointed out on January 21 that the city is actually paying 45.5 percent of all welfare costs, as state reimbursement is not available for the costs of caring for the indigent sick and for the foster care of children in private homes and institutions. He urged "remedial legislation" to increase the state's contribution. The breakdown of city, state, and federal contributions to the program this year, according to Mr. Fielding, shows the city contributing over $99,000,000 or 45.5 percent of the total cost, the state over $88,000,000 or 40.5 percent, and the federal government over $30,000,000 or 14 percent.

Governor Dewey has pointed out that reduction in state aid for welfare, would make it possible to increase other forms of state assistance to local authorities, such as aid to education. This year, 54.4 percent of all state revenue was returned to the local community in the form of state aid, 74.4 percent of it—$112,000,000—for public welfare. Eighty-three percent of the state aid for welfare went to New York City, where about half the population of the state lives.

Tentative budget for the city's welfare needs in 1948-49 is $181,997,000, higher by nearly $40,000,000 than the budget for this year. The increase is based on an expected rise in caseload of about 2,000 monthly. The proposed budget is, however, some $42,000,000 less than the figure submitted last October. The cut has been made possible, according to Mr. Fielding, by pruning of relief rolls and by procedural and administrative changes in the department, either achieved or now in progress, including new procedures to compel employable husbands and fathers to support dependent wives and children.

At a January meeting of the Women's City Club in New York City, Henry Root Stern, chairman of the State Board of Social Welfare, which has been conducting an inquiry into New York City's welfare department for the past few months (see THE SURVEY *midmonthly,* December 1947, page 346), paid tribute to Mayor O'Dwyer and Welfare Commissioner Fielding for the improvement in the conduct of the department since Mr. Fielding took office in October. However, Mr. Stern declared that social workers in general are imbued with a philosophy that encourages people to stay on relief. This philosophy, he held, stems partly from training materials furnished by the Social Security Administration and partly from "current instruction in schools of social work."

Missouri—The Missouri Association for Social Welfare is urging that the state legislature now in session provide a supplemental appropriation for the state public welfare program for the remaining months of the fiscal year ending June 30, as well as a more adequate appropriation for the next fiscal year. A January 3 release from the association speaks of the "gross suffering—actual physical hunger" of people dependent on public welfare in this state. The 1947-48 appropriation permits of grants covering only 90 percent of the minimum needs of OAA clients, 66⅔ percent of the needs of children on ADC, and 52 percent of the needs of people receiving general relief.

Virginia—The Department of Public Welfare has asked the current legislative session for an appropriation increase of $4,570,913, according to the December *Virginia Public Welfare.* Of this amount, $61,000 is slated for increased costs of supplies, salary increases, and additional staff, and the remainder for reimbursement of county and city public welfare expenditures. This proposed increase would raise state aid to public welfare in local communities by 100 percent over that of the present year. It would also make

(Continued on page 64)

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BOOK REVIEWS

RED WINE FIRST, by Nedra Tyre. Simon and Schuster. $2.75.

FROM COVER TO COVER OF NEDRA Tyre's "Red Wine First" you will not find a percentage or an average or a median or any other of the statistical devices that too often obscure the stuff that social work is made of. Nor will you find any trace of the professional terminology that has a way of tripping from the tongue of even the best of caseworkers, such words as insight and rapport, for example. But make no mistake about it, insight is here, clear and keen, and without rapport between worker and client there would have been no "Red Wine First"—to the loss of all of us.

Miss Tyre is a social worker, with all the proper degrees, in her native city of Atlanta, Georgia. Her book is not a novel. It is a collection of twenty-five chapters, autobiographical sketches—call them what you like—in which as many men and women on relief tell their stories to their caseworker. You never see the caseworker and only obliquely, through the client, are you aware of her or of the machinery, the technique, of the business of relief. But these clients are people, indestructible people, some of them tragic, others trifling; some bitter, others jocund; some talking glibly, others painfully. In their own words, colloquial, earthy, and authentic, are revealed the urges, the frustrations, the gropings, the rebellions, the defeats that have dogged their lives. There is none of the jargon of psychology in their vocabulary, or in Miss Tyre's, but the psychologist may well envy the way rationalizations come out and psychological forces come clear.

Some of Miss Tyre's people are pictured better than others. To this reviewer, who finds the book so exciting that she is loath to say an untoward word about it, it seems that she comes off a little less well with the people "who have seen better days" than with those like Willie whom "they shouldn't uv hung," or like The Woman Who Had Five Husbands and who concludes; "Yes, ma'am, from where I'm a settin' rockin' looks like I'll have me another husband soon. I'd just as soon you didn't tell Miss Black even though she don't have my case no longer. The Lord God Hisself don't know what she might not come down here a suggestin' if she knowed I was gonna get me a sixth husband."

The title of "Red Wine First" comes from Sean O'Casey's "The Silver Tassie": "Red wine first, Jessie, to the passion and the power and the pain of life; and then a drink of white wine to the melody that is in them all." This choice of title alone indicates the quality and depth of Miss Tyre's insight. Her book is poignant reading for anyone and everyone. It should be required reading for all caseworkers, good, bad, and indifferent. The best of them will be all the better for it. GERTRUDE SPRINGER

Osterville, Mass.

JUDY'S JOURNEY, by Lois Lenski. Lippincott. $2.50.

"JUDY'S JOURNEY," ANOTHER IN LOIS Lenski's series of books for children centering around regional areas of the United States, is a simple moving account of the struggles and the failures, the hopes and the triumphs of one migratory family following the crops along the Alantic Seaboard.

Judy, the central character, ten years old, is a vital, lovable little girl whose heartaches, over the loss of her only pair of shoes, over the cruel rebuff of her schoolmates when she attempts to come to a party in a dress she has made from a grain sack, whose happiness, when she acquires a real live goat for a dime, and whose supreme joy, when at last her family possess their own small plot of ground and are forced to wander with the crops no more, will be shared wholeheartedly by young readers of the book.

Miss Lenski has done more than write another pleasing yarn for children. She has succeeded in conveying a lesson (palatably disguised by her simple effective style and interesting descriptive material), a lesson in tolerance and understanding of other people's ways of life which is sorely needed by the children of the United States and, for that matter, of the world. It cannot be too strongly stressed that early childhood is the time to begin to develop that sympathy, that identification of self with other humans and animals, that appreciation of the problems of all living beings which men must learn if they are to achieve a kinder, better world before wars and "perfected" atomic bombs demolish the one they now possess.

In writing this book, and the entire series, Lois Lenski is performing an important service, for children who read "Judy's Journey" will be entertained by the book and upon closing it will have, almost certainly, some understanding of how the many American families who follow the crops—harvesting the beans, strawberries, potatoes, oranges, cucumbers and tomatoes we all eat—struggle for life and happiness.

The delightful realistic sketches by the author, of Judy, her father and mother, Joe Bob, Cora Jane, Lonnie, their jalopy and their goat, plentifully sprinkled throughout the pages of the book, add to its enjoyment, even for an adult, and will enchant children. *Honolulu, Hawaii* COSETTE MULDER

ON HOSPITALS, by S. S. Goldwater, M.D. Macmillan. $9.

THERE ARE SEVERAL REASONS WHY this book should be read by those who are interested in hospitals. It is a textbook for the student and a reference for the executive. For hospital trustees and for those who are concerned less intimately with the day by day direction of hospitals, however, it is a clever compilation in narrative form of the writings of one man during the forty years of greatest development in the history of hospitals in America.

Few will challenge the statement that S. S. Goldwater was the dean of hospital administrators in this country. With unusual foresight he saw the hospital as an instrument of public health and, although skilled in the business of management, he was impatient of those who regarded hospital administration as a task mainly of bookkeeping and housekeeping. As a physician he could forego the satisfaction of the practitioner's life in "the laying on of hands" for those of the broader but less intimate field of medical ad-

(Continued on page 61)

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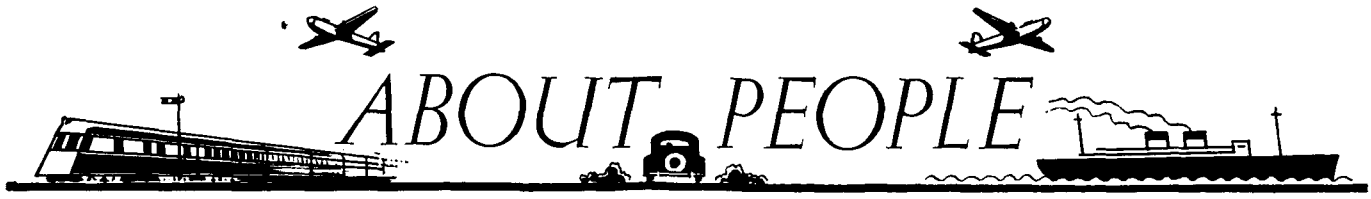

The Family Service Association of America has appointed *Mildred Frank* as special field representative. She previously served in the bureau of personnel of United Nations.

Dr. William H. Horton of Wendel, North Carolina, has been appointed medical director of the Connecticut State Public Welfare Department, succeeding *Dr. Philip W. Fenney.*

Margaret Johnson has been named acting dean of the School of Applied Social Sciences of Western Reserve University, replacing *Leonard W. Mayo,* who was recently appointed vice president of the university. Miss Johnson has been serving as professor of social administration and assistant dean of the school.

In Nebraska, *Dr. H. E. Eggers,* recently retired from the University of Nebraska Medical College, has been appointed director of the cancer control division of the Nebraska State Department of Health.

Dr. Florence Sabin, who led a successful battle for stronger public health laws in Colorado and the city of Denver (see *Survey Graphic,* February 1947, "Dr. Sabin's Second Career") has been appointed the city's manager of health and charities.

Reverend Henry J. Whiting has been named executive secretary of the Lutheran Welfare Society of Minneapolis, succeeding *J. L. Roney,* who has resigned to become director of the Department of Social Security in South Dakota. Mr. Whiting has been serving as executive secretary of the Lutheran Welfare Society of Wisconsin for the past five years.

Allan Stone has been appointed executive director of the Minnesota Cancer Society, a division of the American Cancer Society. Mr. Stone was previously research director of the Amherst H. Wilder Charity of St. Paul.

Lloyd W. McCorkle has been appointed to the staff of the New Jersey State Department of Institutions and Agencies as a sociologist. Formerly a civilian prison administrator with the army, Mr. McCorkle will work with parole and correctional institutional staffs in the department.

Alice T. Dashiell has resigned as consultant on day care with the Child Welfare League of America to become executive director of the Family Service of Chester County in Pennsylvania.

New executive director of the Community Council of Charlotte and Mecklenburg County, North Carolina, is *Mildred Batten,* previously director of home service for the Mecklenburg chapter of the American Red Cross.

Bjarne Romnes has resigned as executive secretary of the Wisconsin Welfare Council to become director of the newly created division of youth service of the Wisconsin State Department of Public Welfare.

Otto F. Bradley has been named executive director of the Community Chest of Pittsburgh and Allegheny County. Mr. Bradley's background in the chest and council field includes seven years with the Philadelphia chest and five with the Greater Boston Community Fund.

Dr. Lyman C. Duryea has resigned as medical director of the Research Council on Problems of Alcohol to return to active service in the Medical Corps of the army. He has been assigned to an administrative post at the Fitzsimmons General Hospital in Denver.

New executive secretary of the Community Chest of Columbus and Franklin County is *Rudolph Evjen,* who was previously managing director of the Oklahoma City Community Chest.

H. Hadley Grimm has been appointed executive director of the Greater St. Louis Community Chest. Mr. Grimm, who has been serving as budget director of the chest, will continue to supervise budget operations.

Herbert D. Williams has been named chief of the new Maryland Division of Training Schools. He has been serving as superintendent of the New York Training School for Boys at Warwick since 1935.

Dr. John K. Altland has been appointed acting commissioner, Michigan Department of Health, succeeding *William DeKleine,* who has served as state commissioner of health since 1944. Dr. Altland was previously director of the Bureau of Local Health Services.

Dr. William A. Brumfield has been named deputy commissioner in the New York State Health Department, succeeding *Dr. James E. Perkins.*

Dr. Paul R. Hawley, former medical director of the Veterans Administration, has been named chief executive officer of the national organization of non-profit Blue Cross hospital service plans and Blue Shield medical-surgical service plans. Merger of these two organizations was announced in January. At present serving as special assistant to the administrator of veterans affairs and as chairman of the committee on unification of the medical services of the armed forces, Dr. Hawley will leave these assignments late in March to assume his new duties.

Dr. Paul B. Magnuson, who has been serving as acting chief of VA's medical services, has been named to succeed Dr. Hawley as medical director.

Donald Kingsley has been appointed assistant federal security administrator to succeed *Maurice Collins,* who retired last September after thirty-five years of federal service. Mr. Kingsley served most recently as economic adviser to the International Labor Office in Geneva, and as chief of the ILO mission to Greece.

Mark Dexter Hollis has been named assistant surgeon general, U. S. Public Health Service, and chief of the service's sanitary engineering division. Mr. Hollis has been serving as executive officer in the office of the surgeon general.

Dr. Vannevar Bush, former head of the Office of Scientific Research and Development, now absorbed by the unified armed services, has been appointed chairman of the new research and development board set up within the national military establishment.

Robert W. Osborn has been named executive secretary of the state committee on tuberculosis and public health of the State Charities Aid Association in New York and as assistant secretary of the association. He has been serving as acting executive secretary of the committee since the retirement of *George J. Nelbach* last September.

Emily K. Johnson has been appointed to the staff of the American Hospital Association to assist in its expanded program of nurse recruit-

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ment. Mrs. Johnson was previously public relations director for the Nursing Information Bureau.

New acting director of the Research Council on Problems of Alcohol is *Joseph Hirsh,* who has been serving with the council as associate director in charge of education. As his first duty in his new post, Mr. Hirsh has been granted a leave of absence to serve as director of public information with the Interim Commission of the World Health Organization.

During Mr. Hirsh's absence, *Stanley Rappeport,* who has been appointed assistant director, will be in charge of the council's office. Mr. Rappeport is on leave of absence from the Southwestern Medical College of Dallas, Texas.

In Iowa, *Dr. Charles C. Graves, Jr.,* has been named to the newly established post of director of the state's six mental institutions.

The Kansas State Board of Health has appointed *Dr. Edgar W. Warren, II,* as director of the new Mental Hygiene Division. Dr. Warren has been a fellow of the Menninger Foundation since January 1946.

Beatrice Tolleris has been named associate director of the National Publicity Council. Previously chief consultant for the council, Miss Tolleris will be responsible for supervision of *Channels,* as well as for research, consultation, and information services.

Catherine Emig Plagemann, the former associate director of the council, will carry, on a part time basis, the new staff position of director of public relations.

The National Foundation for Infantile Paralysis has named *Theodore E. Boyd* to the newly created position of associate director of research. Mr. Boyd was previously chairman of the department of physiology at Loyola University School of Medicine.

Dr. Paul R. Gerhardt has resigned as director of the division of cancer control in the West Virginia State Health Department, to take a similar position in the New York State Health Department.

Terrance L. Webster will become executive secretary of the Minneapolis Community Chest and Council of Social Agencies in March. He has been serving as executive secretary of the Columbus (Ohio) Chest since 1939.

David Liggett has resigned as executive secretary of Minneapolis Community Chest and Council of Social Agencies, having served since 1935.

Dr. Abram L. Van Horn, chief, program planning section, U. S. Children's Bureau, has resigned to accept the medical directorship of the Kate Macy Ladd Fund of Newark, N. J.

Mason Benner has been appointed executive director of the Community Chest and Social Planning Council of Ft. Wayne, Indiana. Mr. Benner was previously executive director of the Shreveport (La.) Chest.

Percy Shostac has been appointed director of the Chicago Industrial Health Plan, a cooperative enterprise of labor, industry and health agencies. Mr. Shostac served previously as labor representative for the American Social Hygiene Association and the Greater New York Fund.

Honors

To *Dr. Martha Eliot,* associate chief of the U. S. Children's Bureau, the *Parents' Magazine* Medal for Outstanding Service to Children, for her work as wartime director of the emergency maternity and infant care program and as chief medical consultnat of the International Children's Emergency Fund. . . . To *Basil O'Connor,* president of the American National Red Cross, designation as an Associate Knight of the Order of St. John of Jerusalem, by the British Government, for his "humanitarian work of great proportions." . . . To *Robert B. Irwin,* executive director of the American Foundation for the Overseas Blind, elevation to the rank of chevalier of the French Legion of Honor, for unique services to the sightless people of France during the postwar period.

To *Dr. Archer C. Sudan* of Denver, a gold medal, the American Medical Association's first annual "family doctor" award "for exceptional service by a general practitioner." . . . To *Dr. Reginald M. Atwater,* the 1947 Sedgwick Memorial Medal from the American Public Health Association, for distinguished service in public health as executive secretary of the association. . . . To *Dr. Grover F. Powers,* chairman, department of pediatrics, Yale University School of Medicine, the 1947 Borden Award, a gold medal and monetary award, for "outstanding research in the nutrition of infants and children." . . . To *Dr. Richard N. Pierson* of New York City, for his efforts to obtain medical recognition for planned parenthood, and to *Dr. John Rock* of Boston, for research into the cause and cure of sterility, the 1948 Albert and Mary Lasker Foundation Awards of the Planned Parenthood Federation of America—$500 each and a medallion.

To *Anna W. Ludlow* for her work in the area of social action and education, to *Leslie G. Pefferle,* for his work in the area of groupwork and civic affairs, to *Wilfred S. Reynolds,* for his work in the area of administration and community organization, and to *The Most Reverend Bernard J. Sheil,* for his work in the area of religion and human welfare, social welfare awards from the Illinois Welfare Association at the annual dinner in November.

Died

Frances Stern, founder of the world's first food clinic and internationally known nutritionist, died in December at Newton, Massachusetts, at the age of seventy-four.

Miss Stern, who became interested in nutrition through her early work with the Louisa Alcott Club for children and the Boston Tuberculosis Association, in 1918 founded the Food Clinic of the Boston Dispensary, the first of its kind in the world. The clinic, which serves as a research and training center for four nearby colleges and dietitians from many foreign health centers, helps upwards of 1,500 patients a year to plan their diets in relation to their medical requirements, background, and economic condition. Some fifty clinics like it have been set up throughout the world.

Miss Stern is the author of many outstanding articles and books on nutrition. In 1943, in tribute to her, the clinic was renamed the Frances Stern Food Clinic. A Frances Stern Nutrition Fund was established by friends at Tufts College Medical School.

Dr. Philip Hillkowitz one of the founders and the president of the Jewish Consumptive's Relief Society of Denver, died in that city in January at the age of seventy-four. An outstanding pathologist, Dr. Hillkowitz had served as president of the society since its inception forty-four years ago.

Mary O'Reilly Rea, a pioneer in Pennsylvania's labor movement, died in Philadelphia in December at the age of eighty-six. She is credited with the passage in Pennsylvania of the first practical inspection laws for the protection of women and children in industry.

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DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS. Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,751 local chapters, organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces and Services to Veterans (including Home Service), International Activities, Disaster Preparedness and Relief, Medical Services, the National Blood Program, Nursing Services, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Services, American Junior Red Cross, and College Units.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the improvement of social and living conditions —Ralph G. Hurlin, Acting General Director, 130 E. 22nd St., New York 10. Departments: Industrial Studies, Library, Social Work Administration, Social Work Year Book, Statistics, Studies in the Professions. The publications of Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

Racial Adjustment

NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversion. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published material available. F. D. Patterson, President, Tuskegee Institute, Alabama.

Child Welfare

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3. Algonquin 4-1753. Arranges invitation tournaments in indoor and outdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Malcolm Van Zandt, President; Stanley deJ. Osborne, Treasurer; Willard L. Kauth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; The Lincoln Recreation Center, 235 West 113 Street; Tot-Lot Playground, 422 West 49th Street; Camp Sebago, Camp Wakonda and Camp Orenda in the Palisade-Interstate Park; Co-Sponsor School Settlement, 120 Jackson Street, Brooklyn; Lafayette Community Center, Sumner and Lafayette Streets, Brooklyn.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Amory Houghton, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 88 Lexington Ave., New York City 16. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. E. W. Palmer, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $1.00 a year.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK, 82 N. High St., Columbus, Ohio; Leonard W. Mayo, President, Cleveland, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $7.50. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

Health

AMERICAN HEARING SOCIETY — 1537 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $3.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vcie President.

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado. Samuel Schaefer, Executive Director, Allan Hurst, M.D., Medical Director. Free, non-sectarian for needy tuberculous adults and children. (Kosher dietary.) Maintains children's service. Medical, educational, vocational, occupational, psychological, psychiatric and social services. H. J. Corper, M.D., Research Director; Mrs. Ruth Hornbein, Director of Social Service and Vocational Therapy. New York area: 19 West 44th Street, Philip Houtz, director; applications to Mrs. Erna L. Lindebaum, director of Social Service. Philadelphia area: 1831 Chestnut St., David Mahler, director. Chicago area: 58 E. Washington, Gene Pollick, director. Los Angeles area: 747 So. Hill St., Albert J. Silverman, director. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 39 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman, The Rev. Cornelius P. Trowbridge; Acting Medical Director, Mary Steichen, M.D.

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Recreation

NATIONAL RECREATION ASSOCIATION —325 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities: —Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir. Robt. R. Hannum, Dir. of Vocational Placement.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Joe R. Hoffer, Director.

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Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32nd Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; S. D. Gershovitz, Executive Director, A national agency serving as National Association of Jewish Community Centers, YMHA's, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

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So They Say
(Continued from page 33)

SURVEY *midmonthly* [October 1947]. May I congratulate you on this progressive activity . . . and on your forthright and courageous manner in speaking about your work.
New York City. IRA M. YOUNKER

Is a more full report on this project available at this time? I am especially interested in a detailed description of the methodology.
MARGARET BLENKER
Indiana University of Indianapolis

We have been experimenting, in a limited way, with the idea of attempting to measure results in public assistance cases. We should be very appreciative to learn from you your methodology. ANNA CRANE
Utah State Department of Public Welfare

Book Reviews
(Continued from page 57)

ministration and, in doing so, he multiplied many times the number who benefitted by his contributions to the field of medical care.

The work of editing the papers and essays which are so skillfully brought together in this volume was undertaken by Mrs. Goldwater with the expert collaboration of three of Dr. Goldwater's former associates who were trained by him and who themselves are now hospital executives of top rank.

The book in its five main sections reflects not only the Goldwater philosophy but his factual comments on hospital direction and hospital design, on medical economics and medical care based on his many years of experience as director of Mount Sinai Hospital, as commissioner of health of New York City, and as consultant to innumerable hospitals and communities throughout the United States and Canada during his active career. A bibliography and an index are included and the typography is good. Without prejudice to any other text on the subject, this volume is recommended to the reader as the most stimulating and informative presentation which has yet appeared on the hospital horizon.
BASIL C. MACLEAN, M.D.
Director, Strong Memorial Hospital Rochester, N. Y.

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Among National Social Agencies

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"An important and valuable professional contribution to social work."—Arthur Dunham.

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WORKERS WANTED

DIRECTOR: Girls Home for Protestant girls ages six to sixteen, located in St. Louis. Professional training and experience required. Salary dependent on qualifications and ability. Write Mrs. R. F. O'Bryen, 412 Union, St. Louis 8, Mo.

SUPERVISOR of Family Service in well-known Midwestern multiple function Jewish agency with total trained professional staff of eleven. Opportunity for special administrative and community projects. 8688 Survey.

EXECUTIVE DIRECTOR wanted for Five Town Council of Girl Scouts, Cedarhurst, Long Island. Starting salary $2400-$2800. Write for further information.

EXECUTIVE — PSYCHIATRIC SOCIAL WORK—Person capable of aiding in establishing Mental Hygiene Clinic in community of 185,000, Fort Wayne and Allen County, Indiana. Work will be administrative as well as case work to start with. Salary depends on experience and administrative qualifications. Write: L. P. Harshman, M.D., 801 East State Boulevard, Fort Wayne, Indiana.

WANTED by small family agency, executive case worker. Professional training and experience required. Salary good. Family Service Society of Arcadia, 120 E. Union Street, Newark, New York State.

WANTED: Social Worker to take charge of birth control project. Must be mature, experienced in rural work, have initiative and diplomatic ability, a thorough knowledge of Spanish and be willing to live in Puerto Rico for two years. Attractive salary. Apply to 8692 Survey.

PROGRAM DIRECTOR: Settlement House; experienced group work; graduate school of social work; state detailed qualifications. Write Director, Neighborhood House Association, 682 North Oak Street, Buffalo 3, New York.

ASSISTANT DIRECTOR OF PERSONNEL in a large Jewish welfare agency. Duties will include supervision of staff of Personnel Assistants and of general Personnel office staff and other related assignments. Requirements: MS in social work, minimum of ten years casework and personnel experience including some administrative and/or supervisory responsibilities. Salary—over $5000. 8696 Survey.

POSITION available to trained caseworker as head of small study home for adolescent girls operated as part of the program of an intensive caseworking agency for teen-age girls. Job concerns itself with handling the individual girl in her everyday living in accordance with the treatment plan. Girls are High school students. Full maintenance, nice environment, good salary. For details write Miss Margaret Mitchell, Executive Secretary, Girls' Service Club, 501 Professional Building Pittsburgh 22, Pennsylvania.

WORKERS WANTED

CASE WORKER—with M.S.S. or one year in graduate school plus experience. Excellent working conditions. Salary according to qualifications and experience. 8664 Survey.

CASEWORKERS (two): Male or female; salary range up to $3,000, depending upon qualifications. Challenging opportunity. Family & Children's Service, 602 S. Cheyenne, Tulsa, Oklahoma.

WANTED: Executive Secretary for Juvenile Protective Association. Supervision of children's institution, and foster home program. Training and experience in children's work necessary. Salary $3600. Address—Mrs. Vance McCay, 413 Calumet Avenue, Aurora, Illinois.

CASEWORKER. Well trained, wanted for hospital in New York City. Experience not necessary. Field Work in psychiatric, family or medical agency acceptable. Fairly new department. Emphasis on casework aspects of rehabilitation. Offers casework service to private patients on fee basis. Good supervision. Salary range $2400-$3400. 8655 Survey.

PROFESSIONALLY trained social worker with substantial experience, for a position in Lutheran Child Welfare Agency. Lutheran religion preferred, protestant essential. Opportunity for practice in all phases of child placement. Qualified supervision. Direct application to The Lutheran Children's Aid Society of Ohio, 4106 Franklin Boulevard, Cleveland 13, Ohio.

CASE WORKER graduate of accredited School of Social Work, experienced in child placement, for Intake position. Private Agency of good standards. Children's Bureau of Delaware, 1310 Delaware Avenue, Wilmington 19, Delaware.

CASEWORKER. Female, graduate of accredited school of social work, for family casework with Jewish agency. Good salary. Opportunity for some community organization. Write fully concerning qualifications to Jewish Welfare Service, 18 South Stockton Street, Trenton, New Jersey.

CASEWORKER—Graduate School of Social Work, experience preferred but not required. Work is essentially short-time contacts with travelers and newcomers needing assistance with personal or social problems. Small agency. Opportunity for professional growth. Beginning salary $2750.00-$3050.00—depending on qualifications. Write Travelers Aid Society, Pennsylvania Station, Wilmington 50, Delaware.

PERSONNEL ASSISTANT—In a large Jewish welfare agency. Duties will include employment of casework staff and other personnel functions. Requirements: MS in social work, minimum of five years of casework and personnel experience. Salary $4000 to $5000, depending on experience. 8697 Survey.

WORKERS WANTED

MEDICAL SOCIAL WORKERS WANTED. Challenging opportunity for medical social workers, who are of Lutheran faith, to assist in the development of a nation wide service to tuberculosis patients. Progressive program and excellent supervision for staff development. Recognized personnel practices. Graduation from an approved school of social work required. (Under Lutheran auspices.)
Applications also invited for scholarships leading to degree in medical social service.
For further information address Wheat Ridge Foundation, Wheat Ridge, Colorado.

CASE WORKER. Opening for professionally trained and experienced case worker of advanced agency classification. Duties include limited case load and responsibility for special projects. Salary range $3200 to $4500. Write Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh 19, Pa.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.: M. S. degree required; salary range $2700-$3925; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y., CO 7-9700.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

CASEWORKER with graduate training wanted for work in small agency, specializing in work with adolescent girls—counseling and foster home care. Salary range, $2375-$2990. Girls' Service Bureau, 2139 Locust Street, Philadelphia 3, Pa.

SUPERVISOR OF CASEWORK, for multiple service family casework agency. Interesting and challenging opportunity. Salary range $3600-$4500 annually. Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Florida.

CASE WORKER wanted for a family agency; professionally trained or one year of graduate school and experience. Salary scaled in accordance with qualifications. 8700 Survey.

CASEWORKER for families and children. One year or more graduate training desired. Good personnel practices. Salary dependent upon training and experience. Indiana. 8701 Survey.

WANTED: A trained caseworker for Family Welfare Agency. Salary range $200 to $220 per month. Contact Mrs. Earl C. Brandel, Court House, Portsmouth, Ohio.

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

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CASE WORKER, with either full or incomplete training, and preferably with at least one year of successful family casework experience. Salary range $2600 to $3400. Write Jerome N. Sampson, Jewish Family and Children's Bureau, 310 West Monument Street, Baltimore, Md.

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ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $270.00-$300.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

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EXECUTIVE DESIRES EUROPEAN ASSIGNMENT

Able and successful Administrator and Organizer desires executive position with organization offering European Assignment.

Good Education — Age 44 — Married.

Excellent Reference and Military Record.

8693 SURVEY

EXECUTIVE position wanted by trained and experienced Protestant woman, capable of carrying complete administration Child Care Institution for the normal or handicapped child. Available March 1st. 8679 Survey.

EXECUTIVE POSITION desired with group work or community organization agency, male, Negro, married, veteran, 37. Experience in family and child welfare case work, community organization and group work agencies. Two years training. Presently employed as Executive in multiple Service Agency. 8690 Survey.

PSYCHIATRIC SOCIAL WORKER, A.A.S.W., male, available now for New York City area. Minimum salary considered $3,000. 8691 Survey.

EXECUTIVE OR ADMINISTRATIVE position desired by male, 34, M.S.W., with experience in casework, groupwork, community organization, public relations, programming, work with public and private agencies, child welfare institutions, centers. California preferred. Available June 1948. 8694 Survey.

SITUATIONS WANTED

TOP FUND-RAISING CAMPAIGN DIRECTOR AVAILABLE — 8695 SURVEY.

EXECUTIVE or administrative position desired in small public or private children's institution. Challenging proposition. Experience and recommendations excellent. West Coast preferred. Age 36. Married. 8689 Survey.

INSTITUTIONAL, Private School, Camp, Housefather, Counselor, Recreation Director, mature, references, college, experienced child guidance, available immediately. 8671 Survey.

TRAINED medical and psychiatric social worker having clinical, institutional and educational experience now available. Will go anywhere. 8687 Survey.

TRAINED AND EXPERIENCED (20 years) INSTITUTION MANAGERS. Man and wife experts in organizing, modernizing and financing private institutions. Have doubled income and endowment, reorganized, rebuilt and standardized. Employed at present but seek challenging opportunity. Highest references furnished. Accept year by year contract or short time counseling service. 8683 Survey.

MARRIED VETERAN, 29, excellent background with MSS desires position with Family and/or Children's Agency preferably with opportunity to develop interest in research and public relations writing. Can go anywhere; car. 8699 Survey.

MINISTER-SOCIAL WORKER with twenty years executive experience in U. S. and abroad. Master's degree in education. Interested in proposition of organizational promotion. 8698 Survey.

M.S.W., male, Negro, married, 27. Psychiatric and group work experience. New York or North Jersey region preferred. 8703 Survey.

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group situations before. He feels apparently more like "being a part of things" through feeling *more wanted by specific others.*

Sometimes a more outgoing manner of behavior will be shown by the individual almost immediately. Among younger children this is often very sudden. The instance of Charles is such a case. He had been uncommunicative, apparently disinterested in his surroundings in the classroom. He was unchosen and had chosen as his first choice the most chosen boy in the class. As the new seating was announced, Charles found he had gotten his first choice for Michael. He smiled broadly, rushed to Michael, stretched out his hand to him saying, "I am happy to be by you Michael!" Michael rose to the occasion, saying "That's swell, I'll say!" and proceeding to help him with his things. In this instance, the two-way effect of sociometric placement was happening. The over-chosen boy perhaps hadn't known Charles cared so much for him. He only knew he had neither chosen nor rejected him. In the inter-personal security new to Charles given by Michael towards him, the attitudes of Charles towards school work could take on new motivation: very specific motivation, namely showing Michael he could do the work after all. A definite other individual whose opinion of him he valued was now a reality in his inter-personal world of the classroom. But more important, Charles' opinion of Charles was being revamped to a more constructive view.

Groupwork and sociometric technique should go hand in hand: they are both therapeutic measures enabling individuals when they group together to grow more fully toward a maturer individual and group life. While "group" and "individual" in this sense can only theoretically be separated from each other, group life cannot be better than the quality of inter-personal relationships individuals develop. Unless such structures as individuals do build in response to one another are appreciated, recognized, and allowed to grow further, broader and in a depth sense also, the individuals cannot feel motivated to gain the social development possible for them. These structures are the social soil in which any institutional or educational program has to be planted. They are the base for many societal expressions.

On the other hand, "outside" purposes of sociometric testing, such as researchers may have, should not be allowed to "force" choices from members of populations who have little or no motivation in giving them. In such instances, the choices can be for them paper choices only, hence affecting their research validity as well.

The professional groupworker may be said to have the especial role of sociometric mentor: that of protecting the members from being exposed to such misuse of choice, encouraging their genuinely felt and genuinely needed choices to find expression through augmenting their experience of their choice-potential in creating their own life situations. Often this becomes, for the groupworker, a matter of aiding the individual to regain confidence in his reception and use of choice, to *dare* to exercise choice, when this aspect of his growth has been neglected or blocked or undermined in other settings.

References in article are to: "Sociometry and Human Relations Practices," American Council on Education, scheduled for Spring 1948; H. H. Jennings, "Leadership and Isolation," Longmans; J. L. Moreno, "Who Shall Survive?" Beacon House; T. W. Newcomb, "Personality and Social Change," Dryden Press; Newcomb and Hartley (edrs.), "Readings in Social Psychology," Henry Holt.

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$60,000,000 Question
(Continued from page 40)

session, Miss Lenroot, the United States Representative to ICEF, and Mrs. Oswald B. Lord, chairman of the U.S. Committee of ICEF, described the work and needs of that arm of the United Nations.

After a complete briefing the committee divided into four panels. A staff member of the Allocation Committee sat with each of the panels.

The participating agencies presented their requests in periods up to one hour, according to program complexity. Prior to hearing an agency's presentation, the panel studied the statement drawn up by the staff, which (it will be remembered) suggested important questions to ask of the agency. The general result was that the agencies were somewhat surprised, and in most instances pleased, with the understanding the panel members displayed.

In the last afternoon of the two-day session, the Allocation Committee met as a whole to hear the reports of the panels. Since the voluntary agencies and ICEF had requested over $91,000,000, while the board of directors had authorized only $50,000,000 for allocation, the panels had to make almost a 50 percent cut. They did not do this on a pro rata basis. One agency received 91 percent of its asking; another only 16 percent.

When the recommendations of the panels were totaled, they amounted to $34,473,000 for the voluntary agencies. This, the panels felt, was virtually an irreducible minimum, if the agencies were to do effective work. This would have left only $15,727,000 for the ICEF, a sum which all recognized would be entirely inadequate. After much discussion, it was decided to recommend $21,000,000 for the ICEF, to cut back the voluntary agencies to $34,000,000, and to recommend that the board of directors reduce the contingency fund from $8,800,000 to $3,800,000. An interim committee, consisting of the chairman of the Allocation Committee and one representative from each panel, was appointed to make the necessary cut of $473,000 in the authorizations for the voluntary agencies, and to adjust any discrepancies.

It was believed necessary to give preponderant support to children (not only through the allocation to ICEF, but also in authorizations for agencies' projects serving children) because this was primarily a campaign for children. It was also necessary that distribution of allocations by countries represent a balance between each country's need and contributor interest. The remaining work on this phase of the job was completed the next week.

No one realizes better than those concerned that there have been gaps in the procedure and that much remains to be done. AOA-UNAC does, however, occupy a unique position in its ability further to improve social work administration in foreign relief.

Problems ahead concern such matter as whether or not plans for centralized purchasing can be evolved; advice on material and foods which should be purchased; further intensive study of administrative budgets of agencies spending AOA-UNAC funds; exchange of information between the agencies and ICEF; and many other matters. Solution of these problems, together with a quarterly review of allocations, which may be changed as new conditions arise, are the principal tasks confronting the Allocation Committee for the rest of 1948.

Meanwhile, American Overseas Aid —United Nations Appeal for Children goes before the public, hoping that its unification of appeals, its single story of human need, will evoke a single response of human kindliness in behalf of a suffering generation which needs our help as no other generation ever needed help before.

Legislative Previews
(Continued from page 56)

available an increase of $6,324,591 in federal funds. Failing the increased appropriation, county and city governments will be compelled, according to the magazine, either to reduce grants or to appropriate additional local funds for which no state or federal reimbursement will be available.

Children

The Missouri Association for Social Welfare has reendorsed the twenty-six bills recommended last year by the Missouri Children's Code Commission in its report to the governor and the 1947 state legislature. The commission was created by the legislature in 1945 to make a study of child welfare in the state.

The association has selected for special emphasis in the current session bills dealing with the licensing of child welfare agencies and foster homes, school attendance, juvenile courts, state training schools, and adoptions. The adoption bill aroused considerable controversy in the last session. The association reports, however, that agreement has been reached among the friends of this legislation regarding the principles to be embodied in an amended bill.

In New York, hopes are high for passage of legislation designed to throw a measure of protection around all children placed for permanent care in foster homes. The measure, which has been written by counsel of the State Department of Social Welfare, will be introduced into the legislature by the special legislative committee on social welfare and relief (Ostertag committee) of the joint legislative committee on interstate cooperation.

The result of a painstaking fifteen-months survey by the special committee, the proposed legislation provides that anyone receiving an unrelated child under seven years of age for permanent care must register with the state department within thirty days. "Failure to register would be considered presumptive evidence of improper guardianship, and a welfare commissioner or authorized agency could, in their discretion, petition the children's court for removal of the child if investigation showed the home to be unsatisfactory." According to the proposed measure, only authorized agencies might act as intermediaries in the placement of a child. Giving or receiving of a fee for placement of a child would be outlawed unless it constituted a reimbursement for the legitimate expense of an agency. Violators of this provision would be liable to a fine of $500 or one year's imprisonment. The bill would also require all unincorporated maternity homes and hospitals to be certified annually by the state department as a requisite to licensing by the State Department of Health, and mandatory issuance of a new birth certificate to a minor child who has been adopted. The term "place out" is redefined in the draft of the bill to clarify its application to children placed for adoption, and the State Board of Social Welfare is given permission to fix the rules for certification of foster homes which receive children for board.

The measure is part of a thoroughgoing revision of the state's public welfare system, on which the special committee has been engaged since 1945.

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